

MAJOR DEVELOPMENT ISSUES AND POLICIES
POSED BY PROSPECTS FOR URBANIZATION
IN WEST-CENTRAL SOLANO COUNTY

A Report Covering Phase 2 of the
West-Central Solano County Planning
Study

November, 1971

Prepared By

Grunwald, Crawford & Associates
City & Regional Planning Consultants

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PART 1

INTRODUCTION

A THREE-PHASE PROGRAM

In March, 1971, the Solano County Board of Supervisors embarked on a three-phased program to re-evaluate policies and proposals of the Central Solano County General Plan, with emphasis on the Cordelia-Green Valley-Suisun Valley area. The County's action was taken in response to pressures for urbanization which either were not envisioned by the General Plan or were not given sufficient interpretation by the Plan to give clear direction to the County, other local governmental entities and private landowners in carrying out the Plan.

Phase 1 of the program involved the analysis of existing County zoning regulations and the proposal of amendments which would provide the County with better control over the scale, character and quality of development within the planning area in accordance with existing policies of the General Plan. A set of proposals were submitted to the County in April, 1971, and are being studied by a special committee of the County Planning Commission.

This report, covering Phase 2 of the program, presents a comprehensive review of the major development issues and policies posed by the prospects of large-scale urbanization within West-Central Solano County (referred to as the planning area). The report culminates several months of intensive study of the physical, social, economic, governmental and environmental factors affecting future development. These factors have been analyzed with respect to policies of regional agencies, and of county, city and other local agencies having interests within the planning area. Equal consideration also has been given to the plans and aspirations of private landowners within the planning area, many of whom have made substantial investments leading toward the development of lands in accordance with existing policies of the General Plan.

The issues, alternatives and proposals raised in this report are intended to result in a determination by the County of: 1) the magnitude and general location of land to be urbanized or to be conserved within the planning area; 2) the public services and facilities to be provided; and

INTRODUCTION

1. The Project

During 1977, the National Science Foundation (NSF) and the National Aeronautics and Space Administration (NASA) jointly funded a study to investigate the feasibility of a manned mission to Mars. The study was conducted by a team of scientists from the University of California, Los Angeles (UCLA) and the Jet Propulsion Laboratory (JPL). The study was titled "Feasibility Study of a Manned Mission to Mars" and was published in the form of a report. The report was divided into two main sections: "Feasibility Study of a Manned Mission to Mars" and "Feasibility Study of a Manned Mission to Mars". The first section dealt with the technical aspects of the mission, while the second section dealt with the human aspects of the mission.

The first section of the report, "Feasibility Study of a Manned Mission to Mars", was divided into three main parts: "Mission Objectives", "Mission Profile", and "Mission Requirements". The "Mission Objectives" section outlined the goals of the mission, which were to demonstrate the feasibility of a manned mission to Mars, to conduct scientific experiments, and to establish a permanent human presence on Mars. The "Mission Profile" section described the proposed mission profile, which included a launch from Earth, a transit to Mars, a landing on Mars, a surface stay, and a return to Earth. The "Mission Requirements" section listed the various requirements for the mission, including the need for a reliable launch vehicle, a reliable Mars lander, and a reliable Mars return vehicle.

The second section of the report, "Feasibility Study of a Manned Mission to Mars", was divided into three main parts: "Human Factors", "Psychological Factors", and "Medical Factors". The "Human Factors" section discussed the various human factors that could affect the mission, such as the effects of long-term space flight, the effects of isolation, and the effects of a hostile environment. The "Psychological Factors" section discussed the various psychological factors that could affect the mission, such as the effects of stress, the effects of boredom, and the effects of a lack of communication. The "Medical Factors" section discussed the various medical factors that could affect the mission, such as the effects of radiation, the effects of microgravity, and the effects of a lack of medical facilities.

The report concluded that a manned mission to Mars was technically feasible, but that it would require a significant amount of resources and a high level of risk. The report also concluded that a manned mission to Mars was psychologically and medically feasible, but that it would require a significant amount of resources and a high level of risk. The report recommended that a manned mission to Mars be conducted in the near future, and that it should be conducted in a way that minimizes the risks to the crew.

3) the assignment of responsibility for governmental management required. This framework of policy will in turn provide the consultant with sufficient direction for proceeding with Phase 3 of the program -- the presentation of recommended revisions to the General Plan in the form of a report suitable for official adoption and subsequent implementation.

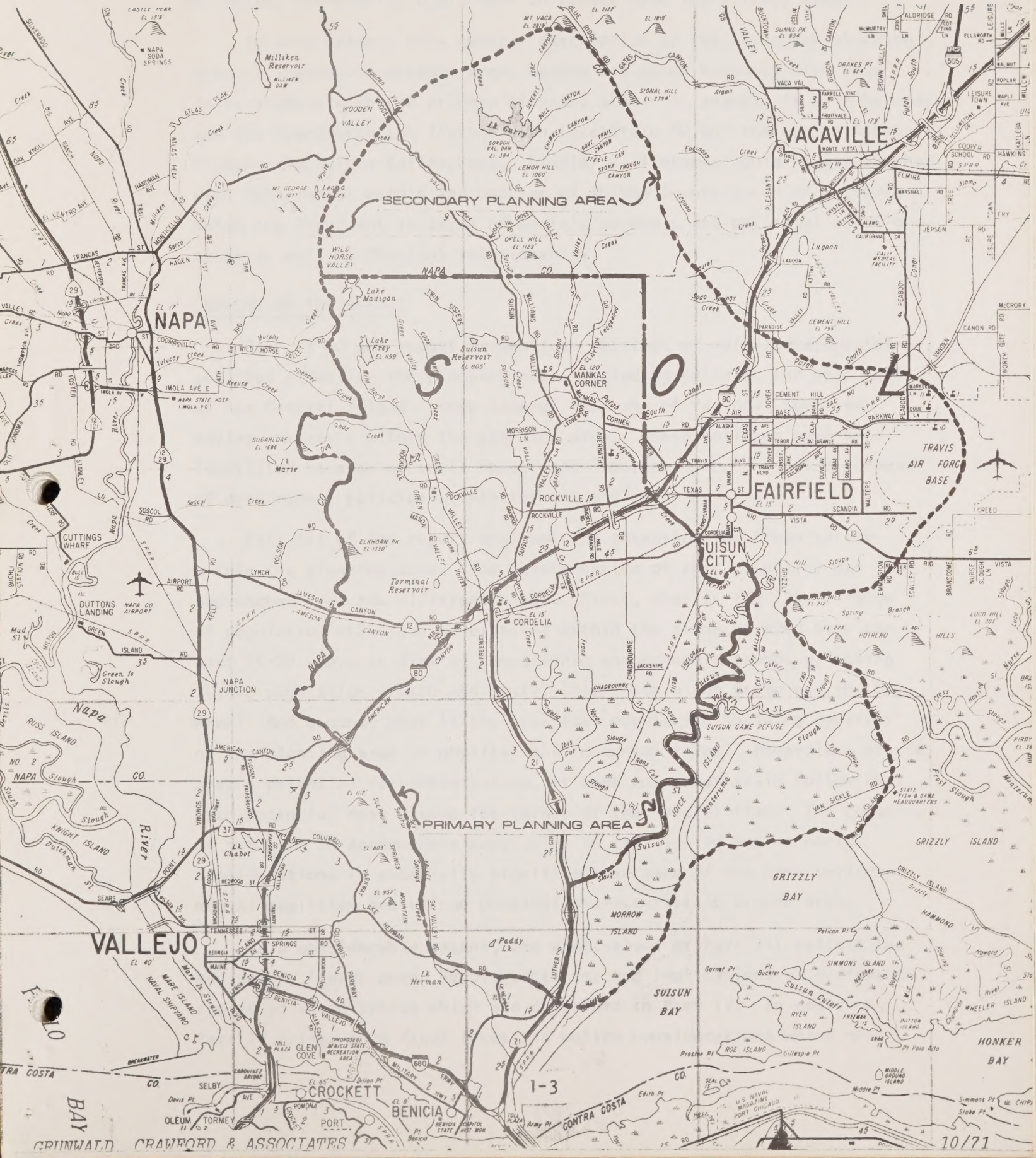
The original draft of this report was completed prior to the meeting held on Tuesday, October 26 to review the special report on governmental management submitted by the consultant in June, 1971. As a result of that meeting and the action of The Local Agency Formation Commissions approving the proposed Cordelia area annexation by the City of Fairfield, certain aspects of the report have been rewritten or modified. The annexation of more than 3,000 acres in the Cordelia area not only affects policy considerations on governmental management, but also policies concerning the rate and scale of urbanization to be encouraged and its consequent impact on governmental services, transportation and resources within the planning area. Finally, the annexation proposal suggests that the City of Fairfield become a direct participant in Phase 3 of the program.

DESCRIPTION OF THE PLANNING AREA

The minimum geographic area to be studied was determined at the beginning of the program to encompass the "primary planning area" shown on Figure 1-1. This area centers on the community of Cordelia and covers approximately 99 square miles. It is bounded generally by the Napa County line on the north, Lake Herman Road (north of Benecia) on the south, Ledgewood Creek and the Suisun Slough on the east, and the Napa County line (north of Interstate 80) and Sulphur Springs Creek (between Cordelia and Vallejo) on the west. The primary planning area has been referred to previously as West-Central Solano County.

From studies reported on in subsequent sections of the report, a secondary planning area has been determined generally as including (in addition to the primary planning area) the Fairfield urban area, all of the Suisun Marsh to Suisun Bay, and the watersheds of Green Valley Creek, Suisun Creek, Gordon Valley Creek and Ledgewood Creek extending north into Napa County. The secondary planning area is that area which will

PLANNING AREA



be affected indirectly by urbanization within the primary planning area or which, conversely, could have an impact upon the primary area.

To some extent, this general description of the secondary planning area is inadequate because areas beyond its outer boundary also have relationships with the primary planning area. An example is Lake Berryessa and its transportation linkage with Interstate 80 and the Luther Gibson Freeway via Suisun Valley Road. Similarly, linkages could be established with other areas within and outside of Solano County based on criteria which are important in terms of social, economic and political relationships as well as physical relationships.

CONTENT OF THE REPORT

Part II of the report presents an abstract of major governmental policies affecting the planning area, including policies and proposals of the Central Solano County General Plan and of regional agencies having interests within the planning area. These policies have been identified because of their impact and importance for the establishment of development policies within the primary planning area.

Part III of the report analyzes the potential for urbanization within the planning area. The determination of this potential was approached from two different bases. First, what is the likely range of population which can be expected within the planning area over the next 15-20 years in view of demographic and economic trends affecting future population growth and distribution within the State and the Bay Area? And second, what is the practical population "holding capacity" of the planning area in physical-environmental terms? Regardless of the area's potential for urbanization, it does not necessarily follow that such potential must become the target of the General Plan. The capacity of the area to accommodate population in relation to environmental considerations is especially significant because of the many environmental qualities and unique physical characteristics of the area.

To a considerable extent, the conclusions of Part III reflect the key policy issues posed by prospects for and implications of different scales of urbanization which are described in Part IV. In addition, Part IV brings into final focus the policy considerations which must

be studied and agreed upon before the consultant can proceed to the final phase of the program.

Part V presents a description of criteria to be applied in evaluating development proposals of different scale and complexity.

REVIEW PROCEDURE

It is recommended that a schedule of meetings be developed which will assure adequate study of this report by the County Planning Commission, Board of Supervisors, the City of Fairfield, other public agencies having interests in the planning area, affected property owners and the general public. While the cities and other public agencies are not now direct participants in the contract with the consultant for planning services, their direct participation in the discussion and debate of issues is essential.

The report should be given widespread distribution, with a letter of transmittal requesting written reactions which can be introduced in study sessions. In addition to local governmental and private interests, the report should be transmitted to the County of Napa and regional, state and federal agencies having an interest in development policies affecting the planning area. A partial list of such agencies is shown in Appendix A of the report.

This report is termed "preliminary" so that the results of study sessions can be assimilated and the report modified as may be directed by the County Planning Commission and Board of Supervisors prior to final publication.

REPORT STYLE

An attempt has been made to present the findings and conclusions of the report in a direct and concise writing style, and to avoid unnecessarily long descriptions of material analyzed. The report is based on a voluminous collection of background material, calculations, interview and research notes, etc., the inclusion of which would detract from the primary purpose of the report as an aid in the decision-making process.

PART II

AN ABSTRACT OF MAJOR GOVERNMENTAL POLICIES AFFECTING THE PLANNING AREA

A considerable number of governmental policies at local, state and regional levels have significance for this report. Policies of particular importance at the local level are those which have provided guidance for development within the planning area since adoption of the General Plan in 1967.

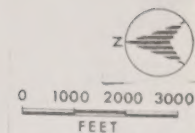
POLICIES OF THE SOLANO COUNTY GENERAL PLAN

Policies and proposals of the General Plan affecting the primary planning area were formulated through an intergovernmental effort, involving the cities of Fairfield and Suisun, the County, and a citizens committee. These policies which are reflected graphically in the General Plan Map are shown on Figure II-1. Policies and proposals which may require change based upon current conditions and trends, or which no longer are wholly or necessarily relevant, are noted by an asterisk (*) before the item.

Policies on Population and Housing

- (*) 1. The Plan envisions a population of approximately 16,000 people within the primary planning area by 1985.
- (*) 2. Low Density residential concentrated in the Cordelia area, north of Interstate 80 and west of Suisun Valley Road.
- (*) 3. Very Low Density residential along Suisun Valley Road west of the Junior College.
- 4. Suburban Density residential along Rockville Road between Upper Green Valley and Rockville.
- 5. Very Low and Suburban residential densities in Upper Green Valley.
- 6. Very Low and Suburban residential densities at Mankas Corner.
- (*) 7. Rural residential density on extensive areas of hilly terrain between Suisun and Green Valleys, along the west side of Green Valley, and north of Mankas Corner.

CITY AND GREEN VALLEY - CORDELIA GENERAL PLAN MAP 1985



DWELLING		
VERY HIGH DENSITY	FAMILIES PER NET ACRE	MINIMUM NET LAND AREA PER FAMILY
HIGH DENSITY	32 plus	no minimum
MEDIUM DENSITY	21-32	1250 sq. ft.
LOW DENSITY	7-21	2000 sq. ft.
VERY LOW DENSITY	4-7	6000 sq. ft.
	1-4	10000 sq. ft.
SUBURBAN	up to 0.5	1 1/2 - 2 1/2 ac.
RURAL	up to 0.2	average 5 ac.

PLAYING
PARKS NEIGHBORHOOD COMMUNITY
REGIONAL RECREATION
BOAT LAUNCH
GOLF

SOCIALIZING
FCC FAIRFIELD CIVIC CENTER
CC COMMUNITY CENTER

SERVICING
CH FAIRFIELD CITY HALL **L** LIBRARY
SC SOLANO COUNTY CENTER
M MEDICAL **F** FIRE STATION H.Q.

LEARNING
WHITE ELEMENTARY SCHOOL
WHITE HIGH SCHOOL
JC JUNIOR COLLEGE (CONSIDERED)

WORKING
EXTENSIVE AGRICULTURE LOT SIZE 20 AC.
INTENSIVE AGRICULTURE 10 AC.
INDUSTRIAL **WAREHOUSING & LIGHT INDUSTRY**

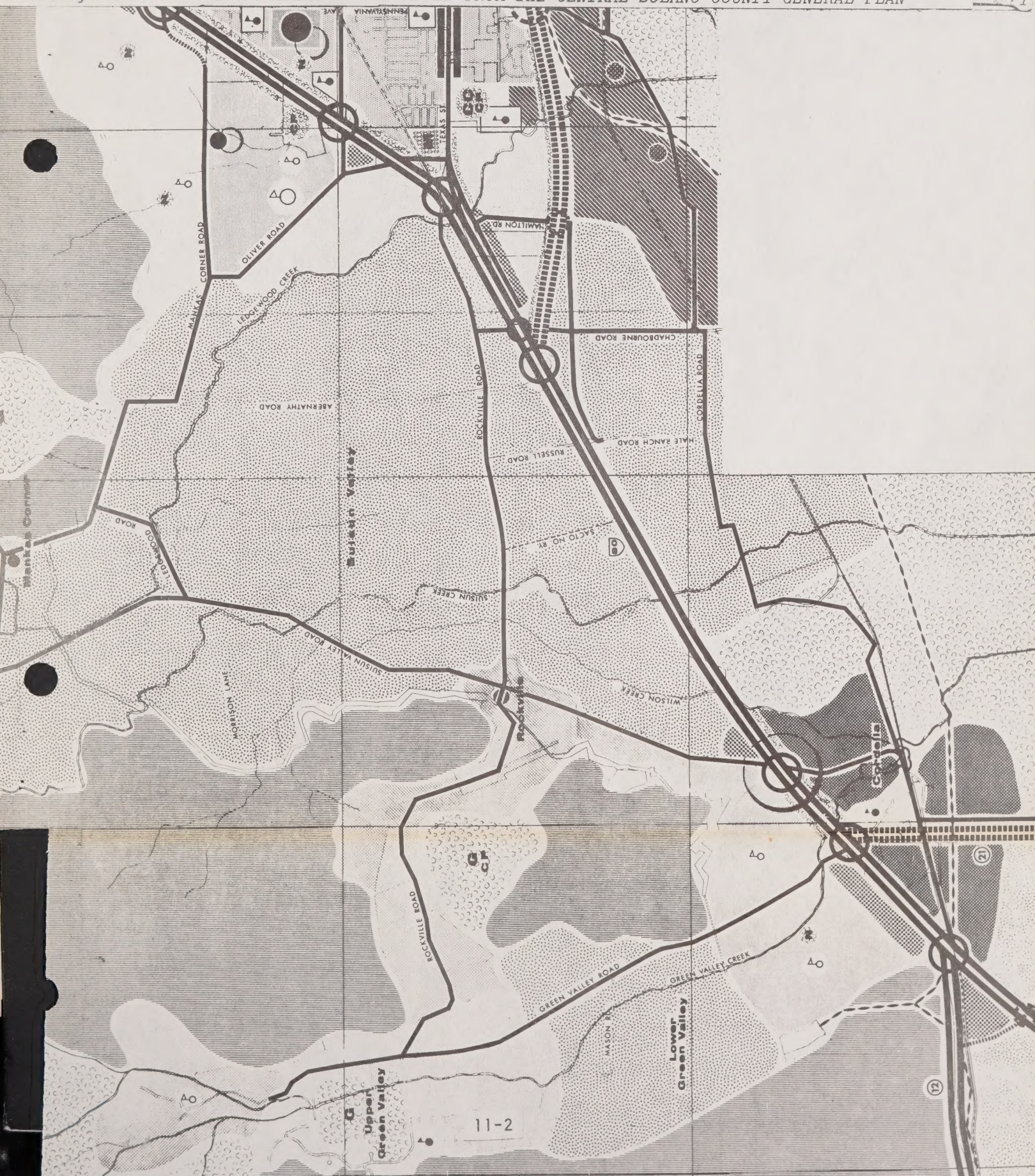
SHOPPING
RETAIL **NEIGHBORHOOD** **COMMUNITY** ORBIT SYMBOLS INDICATES:
AUTOMOTIVE SERVICES **COMMERCIAL SERVICE**
HIGHWAY RELATED
PROFESSIONAL & ADMINISTRATIVE OFFICES

MOVING
FREEWAY & STATE HIGHWAY
EXPRESSWAY
ARTERIAL
LANDSCAPING STRIP
MAJOR PARKING
MILITARY AIRPORT
HELIPORT
BUS DEPOT
RAILROAD
HARBOR
GRADE SEPARATION (DIAGRAMMATIC LOCATION)
INTERCHANGE

GRUNWALD, CRAWFORD & ASSOCIATES

ADAPTED FROM THE CENTRAL SOLANO COUNTY GENERAL PLAN

10/71



- (*) 8. Very Low residential density within the community of Cordelia.
- (*) 9. A housing demand of approximately 3,400 dwelling units by 1985.

Policies on Industrial Development

- 1. Planned industrial development along the south side of Interstate 80 and on either side of State Route 21 at Cordelia.
- (*) 2. Planned industrial development south of the Southern Pacific railroad and east of State Route 21 at Cordelia.
- 3. General industrial development along the Southern Pacific railroad, south of the proposed extension of State Route 12 as a freeway in southwest Fairfield.

Policies on Commercial Development

- (*) 1. Highway commercial in the Cordelia area confined solely to the north side of Interstate 80.
- 2. Neighborhood Commercial at Rockville and Mankas Corner.
- (*) 3. The absence of Neighborhood Commercial in Upper Green Valley.

Policies on Agriculture and Open Space

- 1. Preservation of the majority of agricultural acreage in Suisun Valley for Intensive Agriculture.
- (*) 2. Preservation of agricultural lands between Rockville Road, Interstate 80, Suisun Creek and Suisun Valley Road (area of the Junior College).
- 3. Intensive agriculture in the area designated on the Plan as Lower Green Valley.
- 4. Extensive agriculture between Cordelia and Fairfield, south of the Southern Pacific railroad to the Suisun Marsh.
- (*) 5. Extensive agriculture on all of the vast acreage south and west of Cordelia to the southern and western boundaries of the primary planning area.
- 6. Recreation use or watershed lands above Upper Green Valley and lands within the Suisun Marsh.

- (A) 2. Why are residential areas built in the center of the city?
- (B) 3. A building built in 1900 would be built in 1950.

Building in the center of the city

1. The city is built in the center of the city because it is the center of the city.
2. The city is built in the center of the city because it is the center of the city.
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9. The city is built in the center of the city because it is the center of the city.
10. The city is built in the center of the city because it is the center of the city.

- (*) 7. No limitations on development over earthquake fault lines.

Policies on Transportation

- (*) 1. Developing Suisun Valley Road as an arterial rather than as an expressway.
- (*) 2. All county roads shown as arterials - no collector designations.

Policies on Educational Facilities

- (*) 1. Two proposed elementary schools in the Cordelia area.
- (*) 2. Absence of Junior College designation (existing college).

Policies of the Master Plan for the Mangels & Smith-Martin Properties at Cordelia ("Coleman Plan")

(*) The Master Plan was adopted as part of the County General Plan in 1968. The Master Plan in effect constitutes a "Specific Plan" as described in Articles 8-10 of Chapter 3 of the Planning and Zoning Law of the State. It provides the interpretation of General Plan policy applying to the area covered by the specific plan. Any deviation from the Coleman Plan constitutes a violation of the plan unless the plan is first amended by the procedures prescribed in State law. Any proposal for the development of part or all of the land covered by the Master Plan which conforms reasonably with the proposals of the plan must be approved, provided that all applicable provisions of county development regulations are complied with. Investment decisions based on the Plan must therefore be honored through the zoning process.

The policies and proposals of the Coleman Plan run with the land. A change in ownership of any or all of the acreage covered by the Plan does not change the status of the Plan. The design features of the Plan (e.g., street and lot patterns) need not be interpreted precisely as shown on the Master Plan. However, the design principles, use relationships and densities embodied in the design do apply. This provides sufficient flexibility in the event that design features must be changed because of circumstances which were not foreseen at the time the plan was originally adopted. An example would be the location of the precise points of access to the Mangels property from Suisun Valley Road. The number of access points is fixed by the Plan unless it is amended.

ORIGINAL ARTICLES

1. The Effect of the Diet on the Blood Sugar in the Normal Individual
J. H. HOLLAND, M.D., CHICAGO, ILL.

2. The Effect of the Diet on the Blood Sugar in the Diabetic Individual
J. H. HOLLAND, M.D., CHICAGO, ILL.

3. The Effect of the Diet on the Blood Sugar in the Diabetic Individual
J. H. HOLLAND, M.D., CHICAGO, ILL.

4. The Effect of the Diet on the Blood Sugar in the Diabetic Individual
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12. The Effect of the Diet on the Blood Sugar in the Diabetic Individual
J. H. HOLLAND, M.D., CHICAGO, ILL.

13. The Effect of the Diet on the Blood Sugar in the Diabetic Individual
J. H. HOLLAND, M.D., CHICAGO, ILL.

However, the location of any access point might be required to be moved provided that the distance is reasonable with respect to the original intent of the Plan. The term "reasonable" limits the decision-process by insisting that the common-sense interpretation of reasonableness should be applied in order to avoid unnecessary litigation in the courts.

AGRICULTURAL PRESERVE POLICY

A considerable amount of acreage within Suisun Valley, the Suisun Marsh and hilly terrain has been designated by the Board of Supervisors as agricultural preserves. While the pattern shows considerable fragmentation, it definitely limits lands designated as preserves to non-urban use, at least until the early 1980's. The inclusion of hilly terrain designated on the General Plan for Rural Residential development within agricultural preserves in effect postpones the availability of land for such residential development. Where agricultural preserves have been applied to lands proposed for agricultural and open-space use by the General Plan, the agricultural preserves act to implement General Plan policies.

ZONING POLICY

Provisions of the County Zoning Ordinance which affect development within the primary planning area have been analyzed with respect to their deficiencies in a special report submitted to the County in April, 1971. This report was referred to in Part 1 of this report. Deficiencies identified and analyzed cover the following subjects: 1) use permit procedure; 2) architectural approval; 3) planned unit development permits; and 4) special zoning exceptions.

POLICIES OF FUNCTIONAL ELEMENTS OF THE COUNTY GENERAL PLAN

Several functional elements of the County General Plan contain policies and proposals which are significant for the planning area. Elements involved include: the Gas and Electric Utilities Plan; the Housing Element; the Solano County Recreation Plan; a Master Plan of Airports; and the Solid Waste Management Plan.

1. A 500 KV electric transmission line is proposed from the Napa County line, paralleling State Highway 12 and Interstate 80 to the truck weigh station, thence east to the vicinity of Travis Air Force Base (See Figure 11-1).
2. The Housing Element stresses the desirability of the "cluster" approach to the design of housing areas to achieve a variety of dwelling types, more efficient use of yard spaces, utilities and streets, and adequate open-space amenities. Cluster design is particularly applicable to hilly terrain.
3. The principal recreation resources of the County are the hills and lakes near the freeways, the Vallejo lakes and Blue Ridge, and the Suisun Marsh. The specific policies are:
 - a. Recognizing that recreation in its broadest sense includes protection of all environmental amenities, Solano County will conserve its marvelous roadside scenery of farms, orchards, hills, live oak, marshes and interesting geology, so that all who traverse the County may continue to enjoy its natural blessings, without the distraction of billboards, overhead wires, junk yards, slums or other eyesores.
 - b. Participate appropriately in the construction and operation of outdoor recreation facilities by state, regional, municipal, county, private and district recreation agencies.
 - c. Priority in the development of County recreation areas will go to those that best serve the citizens of Solano County, but consideration will also be given to facilities which can attract visitors who will strengthen the County's economy by expenditure for food, gasoline, sporting goods, accommodations and other goods and services, as well as entrance fees.
 - d. The type of recreation most favored by the County will be family-oriented opportunities within an hour's drive of home, offering day-use facilities and active and passive recreation for all age groups and having biking, boating and riding access to the County's outstanding scenic features.

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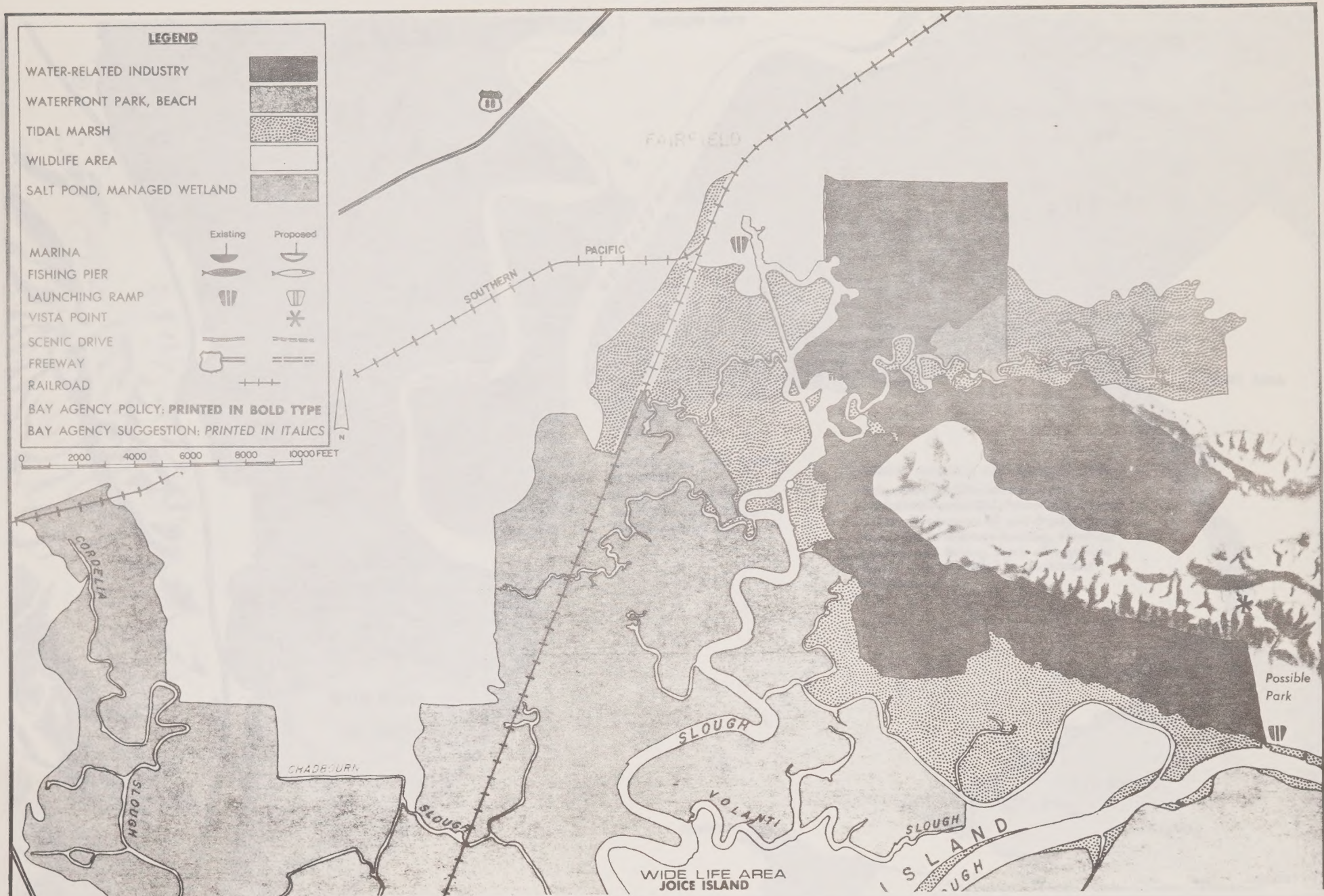
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- e. In all new unincorporated urban developments, the County will require provision for a neighborhood park and playground for each 500 families within one-quarter mile walking distance, and a community park and playground of not less than 25 acres for each 10,000 or more people.
 - f. All agricultural, scenic, recreational, marsh, water, steep reserve, greenbelt or undevelopable land not required for urban expansion during the next 25 years as indicated on the County General Plan will be placed in an open space zoning category during that time so as to prevent premature or scattered subdivisions and other urban encroachments, and to permit the owners of such land to be taxed at agricultural rather than speculative or inflated rates.
 - g. The County will plan and, if feasible, jointly undertake cooperatively with neighboring counties and other jurisdictions programs to secure interregional parks, recreation and federal assistance.
 - h. Private lands which are not needed or are undesirable for urban purposes are an important feature of the recreation plan, and should be made available at nominal costs by leasing or tax adjustment to hikers, riders, picnickers, sight-seers and other recreationists.
- 4. Because of airport planning standards and topographic conditions no airport facilities are planned within the primary planning area.
 - 5. A solid waste management disposal site (sanitary land-fill) is proposed at a canyon site west of Cordelia within a triangular area bounded by the Napa County line, State Highway 12, and Interstate 80. The need for this site was projected for the period 1985-1995. The planning would undoubtedly require acceleration if substantial urbanization beyond that now shown in the County General Plan were proposed for the primary planning area prior to 1985.

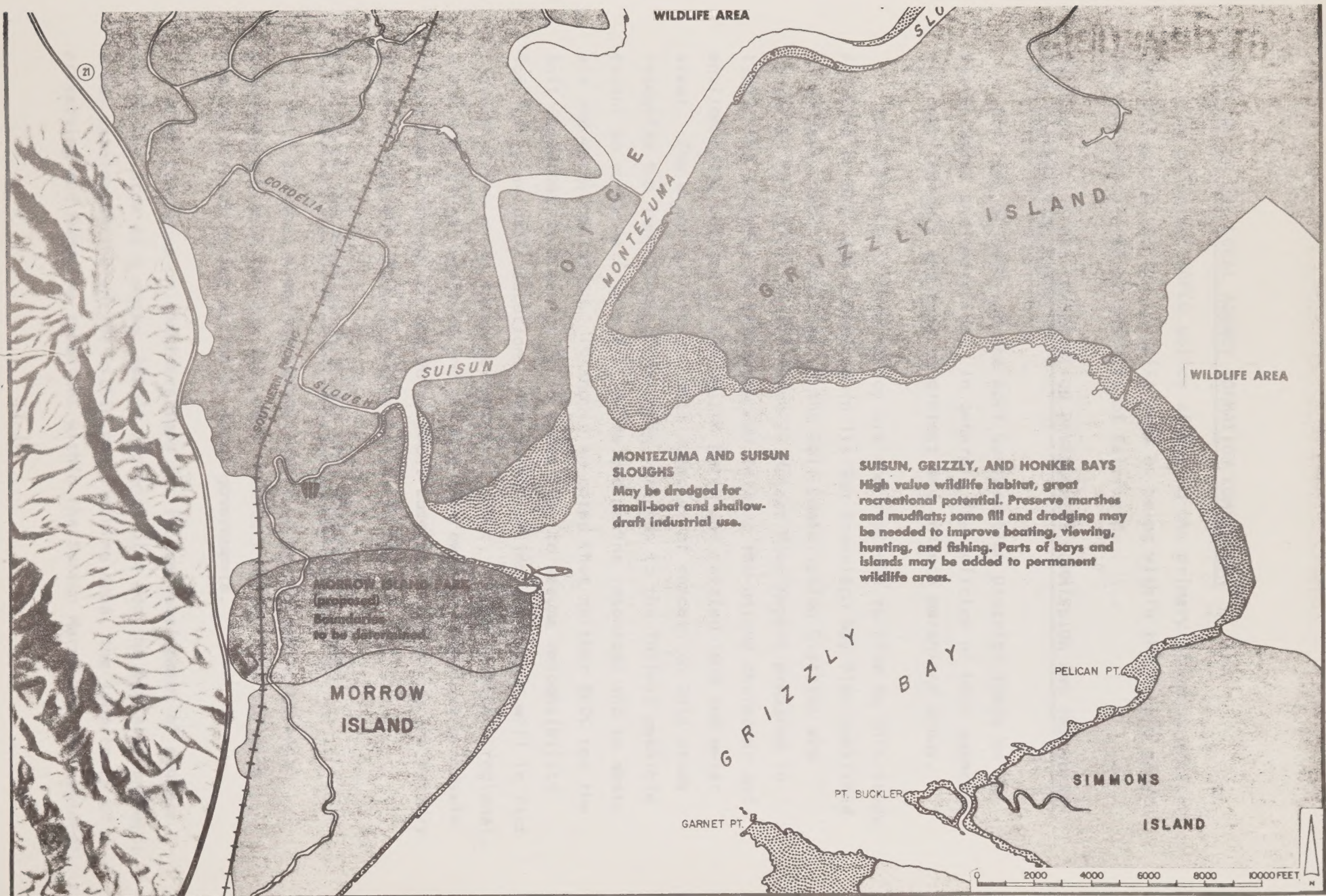
BCDC PLAN FOR GRIZZLY BAY





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BCDC PLAN FOR GRIZZLY BAY





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POLICIES OF THE LOCAL AGENCY FORMATION COMMISSION

The principal LAFCO policy affecting the primary planning area is the designation of the Cordelia area as being within the future growth and annexation area of the City of Fairfield.

POLICIES OF THE BAY CONSERVATION DEVELOPMENT COMMISSION AND THE SUISUN SOIL CONSERVATION DISTRICT

Policies of BCDC and the Soil Conservation District focus on the Suisun Marsh and shoreline. In general, the policies of both agencies are complimentary and seek to protect and enhance marshland areas.

The policies of each agency are too numerous to cite in this study. Policies of BCDC are contained in its San Francisco Bay Plan published in January, 1969. Policies of the Soil Conservation District are contained in the District's Phase II Master Plan Report prepared in 1968. The policies of both agencies reflect the unique character and environmental quality of the Suisun Marsh and related land and water areas. The major policies of both agencies of concern to this study recognize the importance of managing wetlands to the fullest possible extent to conserve fish and wildlife and marine resources and to abate air and water pollution. It should be noted that neither BCDC nor the Soil Conservation District is in a position to assume responsibility for full plan implementation. The burden of implementation will in fact require action on an inter-governmental front, involving local, regional, state and federal agencies and private land owners. Land use proposals of the Bay Conservation and Development Commission affecting the primary planning area are shown in Figures II-2, A. and B.

POLICIES OF THE ASSOCIATION OF BAY AREA GOVERNMENTS (ABAG)

As a regional planning agency involving participation by local governments within the Bay Area on a voluntary basis, ABAG policies provide directions for action by local governments.

With its focus on considerations for future development of concern to the Bay Area as a whole, ABAG's regional plan for the Bay Area reflects urban development potential within the planning area, the importance of preserving and managing resources within the Suisun Marsh and the regional

The following table shows the number of patients treated in the hospital at a certain time during the year 1900 and the number of the cases reported.

TABLE I.—THE NUMBER OF PATIENTS TREATED IN THE HOSPITAL DURING THE YEAR 1900.

The table shows the number of patients treated in the hospital during the year 1900 and the number of the cases reported.

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importance of open space within the planning area as part of an inter-connecting system of open space for the Bay Area as a whole. Permanent open-space proposals of the regional plan include the preservation of much of the agricultural area within Suisun Valley, and hilly terrain along the western and eastern boundaries of the primary planning area and between Suisun and Green Valleys.

POLICIES CONCERNING WATER SUPPLY AND LIQUID WASTE MANAGEMENT

Policies concerning water supply and liquid waste management have been promulgated at local, regional, state and federal levels. In summary, the most important policies concern water quality, the distribution of future supplemental water via the proposed North Bay Aqueduct, and the maintenance of high levels of water quality through a centralized system for the collection, treatment and disposal of liquid waste.

A general alignment for the proposed North Bay Aqueduct is shown on the County General Plan (See Figure II-1), passing through the Cordelia area south of the Southern Pacific railroad. Both the physical dimensions and character of an aqueduct pose problems of accommodation within an area which is to be urbanized. An aqueduct tends to become a physical barrier between land uses on either side of it. Unless careful attention is given to the relationship of the aqueduct to future land use, the industrial development potential of properties in the Cordelia area could effectively be lost.

Policies of the Regional Water Quality Control Board insist on minimizing the number of separate systems provided for the collection, treatment and disposal of liquid waste. With respect to the primary planning area, it is unlikely that systems will be permitted which are unrelated to the existing system of the City of Fairfield which serves the Junior College area.

Policies of the City of Vallejo and The Solano Irrigation District are covered in the special report on Governmental Management published in June 1970.

POLICIES OF THE BAY AREA RAPID TRANSIT DISTRICT

A recent BART policy states that service to areas within the District which will not be served by lines of the transit system now being completed, will take priority over extensions of the BART system to counties outside of the District. This policy will effectively postpone extension of the BART system into Solano County (if indeed such extension would be feasible in the future).

In response to an Assembly concurrent resolution (No. 40) in 1970, the State Business and Transportation Agency undertook a study to determine the feasibility of a connection between the Sacramento area and the Bay Area Transit System. While the study concluded that a detailed feasibility study could not have a sufficiently high priority to recommend the early allocation of funds, the analysis of data clearly points to the desirability of a 10-20 year study of transportation corridor requirements between Sacramento and the Bay Area. Since the Cordelia area lies within the current dominant travel corridor between the two metropolitan areas, the General Plan for the Green Valley-Suisun Valley-Cordelia area should provide for the option of high-speed ground transportation (non-highway) between Sacramento and the Bay Area. The Bay Area Rapid Transit District responded to the Business and Transportation Agency's report by calling for early resolution of the question of feasibility and priority through further study. Similarly, the Sacramento Regional Area Planning Commission recommended that necessary funds be authorized to evaluate the need for additional high-speed ground transportation facilities over a 20-year planning period.

PART III

THE POTENTIAL FOR URBANIZATION WITHIN THE PLANNING AREA

The potential for urbanization within the primary planning area is a critical factor in evaluating the adequacy of existing policies and proposals of the General Plan. As indicated in the Introduction to this report, the potential for urbanization was evaluated both from the standpoint of demographic and economic trends and the capacity of the planning area to accommodate population in consideration of physical and environmental factors.

THE POTENTIAL BASED ON DEMOGRAPHIC AND ECONOMIC TRENDS

Population Growth to 1970

Table III-1 provides a comparison of population growth between 1950 and 1970 based on Census data and projections developed in 1965 as a basis for the 1967 Central Solano County General Plan. In comparing the last two columns of the Table, it is apparent that projections of the Plan for 1970 have proved to be overly optimistic for the County, Central Solano County and Travis Air Force Base, but very close for the Green Valley - Cordelia Area.

Population Projections to 1990

Table III-2 provides a comparison of population projections to 1990 as developed in the Central Solano County General Plan, by the State, the City of Fairfield and Grunwald, Crawford & Associates.

Projections for the County and Central Solano County as shown in the General Plan document continue to be high as compared to those prepared by other analysts. This is because statewide and Bay Area trends on migration and fertility during the early 1960's were much higher than actual experience during the past few years. Recent projections by the State Department of Finance have been tempered strongly by less optimistic assumptions on fertility and migration because of drastic downward changes over the past decade. From a high net migration of 365,000 people within the State in 1962-1963, net migration has declined to an estimated low of only 26,000 during 1970-1971. With a decline in both the birth rate and net migration, Department of Finance projections now assume more modest levels of population

THE FUTURE OF THE UNITED STATES

The potential for development within the country planning area is a critical factor in determining the adequacy of existing policies and programs of the Federal Government. It is essential in the introduction to this report that the potential for development and growth be discussed from the point of view of the Federal Government and the impact of the planning process on the development of the country. It is essential that the planning process be discussed in the context of the development of the country.

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TABLE III-1

POPULATION GROWTH TRENDS, 1950-1970

(Note: Population from Census data unless otherwise noted)

Area	Year				1970 Projections ⁽¹⁾
	1950	1960	1965	1970	
9-County Bay Area	2,681,322	3,683,939	4,255,000 ⁽²⁾	4,628,199	--
Solano County	104,833	134,597	165,500 ⁽²⁾	169,941	195,000
Central Solano County ⁽³⁾	4,064	31,468	50,006 ⁽²⁾	49,863	65,000
Green Valley-Cordelia	--	1,229	1,700 ⁽⁴⁾	2,800 ⁽⁵⁾	3,000
Travis Air Force Base	--	12,801	16,271	13,000 ⁽⁵⁾	18,000

(1) Consultants projections used in preparing the Central Solano County General Plan.

(2) State Department of Finance, "Economic Analysis - South Solano County", April, 1965.

(3) Includes Travis A.F.B., Fairfield, Suisun and Green Valley-Cordelia areas.

(4) Consultant's estimate used in preparing the Central Solano County General Plan.

(5) Estimate from Census data by City of Fairfield Planning Department.

TABLE 111-2

COMPARATIVE POPULATION PROJECTIONS, 1970-1990

Area	Year			
	1975	1980	1985	1990
<u>Solano County</u>				
Central Solano County General Plan	235,000	280,000	330,000	390,000
Grunwald, Crawford & Associates	191,000	212,000	250,000	300,000
State Department of Finance	189,900	214,300	254,300	303,100
Wells-Fargo Bank	192,000	216,000	244,000	--
<u>Central Solano County</u>				
General Plan	80,000	100,000	130,000	165,000
Fairfield Planning Dept. (Low)	65,900	78,700	93,000	106,400
(High)	69,900	88,700	110,000	131,400
<u>Green Valley-Cordelia</u>				
General Plan	5,000	8,000	15,700	--
Fairfield Planning Dept. (Low)	5,000	8,000	12,000	15,000
(High)	9,000	18,000	29,000	40,000
Grunwald, Crawford & Associates	8,000	15,000	25,000	45,000

increase in the future. Current projections assume that: 1) California will not experience any significant change in mortality by age during the next 30 years; 2) births will reflect a fertility ration of 2.45 births per woman during her lifetime; and 3) net migration will rise rather sharply to 100,000 annually by 1975 and level off at approximately 150,000 more arrivals than departures by 1980.

It is important to note that population projections for the Green Valley-Cordelia area as shown in the General Plan are much lower than those prepared by Grunwald, Crawford & Associates, and that probable low and high projections prepared by the Fairfield Planning Department approximate the range indicated by the first two sets of projections. GC&A projections (as well as the high projections of the Fairfield Planning Department) reflect the view that employment levels will rise significantly within the primary planning area because of the strategic location of the Cordelia area in relation to the Bay Area as a whole.

GC&A projections assume that: 1) manufacturing employment will exceed 1,500 within the planning area by 1990; 2) the ratio of people to manufacturing employee within the County will decrease from approximately 42:1 in 1970 to 30:1 by 1990 (as compared to approximately 13:1 in 1970 for the nine-county Bay Area); and 3) the percentage of employees who commute to work from Solano County to other counties of the Bay Area will increase from 15% in 1970 to 20% in 1980 and 25% in 1990. Thus, while new jobs are expected within the planning area, additional people will be attracted to live in the planning area while working elsewhere.

This expected increase in out-commuting to jobs reflects historical patterns within other parts of the Bay Area, once they became accessible to major employment centers via a high-speed freeway system. With both Interstate 80 and State Highway 21 developed to freeway status, the options for living within Solano County have been greatly increased. Characteristics of the housing market and the proximity of the Concord BART station to the Cordelia area also combine to point to higher percentages of out-commuting in the future.

Another travel mode with the potential for a dramatic impact on commuting patterns is short-haul air service. Growth trends and projections to 1980 by the FAA show an almost unbelievable growth curve in all aspects

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of aviation. Of specific interest for the planning area is the potential for VTOL (vertical take-off and landing) and STOL (short take-off and landing) aircraft for inter-city and intra-metropolitan travel.

The Cordelia-Fairfield area must also be considered as a prime area for housing location because of both the environmental attractiveness of the area and relative opportunity to obtain housing at costs which are generally more competitive than housing units available in other North Bay Areas (e.g., Contra Costa County). Basically, there are only four areas available within the metropolitan area where moderate income housing needs can be met -- Livermore Valley, Santa Clara Valley, Sonoma County and Solano County. The relative ease of providing basic utilities (sewer, water and power) to a major portion of developable lands within the planning area will be a major factor in establishing and maintaining a competitive position for the planning area in meeting needs of the regional housing market.

In addition to the attractiveness of the Cordelia area to meet moderate income demands for housing in the North Bay, the Cordelia area might well satisfy part of the un-met housing needs for people now working in Vallejo and Fairfield. It is not unreasonable to expect some shift in population from North Bay cities to the planning area, if housing units are developed which are "highly marketable".

Another important characteristic of the housing market is the North Bay demand for high quality housing which relates to scenic and recreation amenities of the planning area. Such amenities abound, particularly in hilly terrain along Suisun and Green Valleys. The Upper Green Valley low-density housing development already reflects this characteristic.

The Timing of Urban Expansion

The projections of population shown in Table III-2 for the Green Valley-Cordelia area indicate the probable range of potential for the planning area by 1990. However, the projections for intermediate periods (1975, etc.) are neither to be taken as absolutes nor as self-fulfilling prophecies. By deliberate policy, it is within the authority and responsibility of local government to select the level of potential desired (this matter of policy is discussed in Part IV).

Assuming that local policy would support the realization of population and economic potential, several factors could accelerate the timing of population growth and urbanization. Chief among these factors are: 1) the pace of industrial growth and new employment generation within the planning area and 30 minutes travel time thereof; 2) large-scale development operations which are sufficiently well capitalized to create total community environments; 3) extension of the BART system into Solano County (at least to Benecia); and 4) development of a permanent solution to the problem of assuring appropriate governmental management within the planning area. Given any combination of such factors, it is reasonable to expect that a potential of 45,000 people could be realized well before 1990. It is clear then that General Plan policy would have to reflect not only the range of potential over a long period of time, but also the range which might be expected over shorter increments of time.

For purposes of this report, a range of 25,000 to 45,000 people by 1985 is proposed as providing sufficient flexibility to reflect such contingencies.

THE POTENTIAL BASED ON POPULATION HOLDING CAPACITY

At this point, the report deviates from the original intent of Phase 2 of the program to suggest the areas which should be encouraged to urbanize within the framework of policy recommended in Part IV. This step was originally intended to be the first stage of Phase 3 of the program. However, the need for accelerating the program has become more evident during the past six months. Moreover, the policies recommended in Part IV become more understandable if they are related to generalized proposals concerning the magnitude, extent and location of the future urban complex within the primary planning area.

The capacity of the planning area to accommodate urbanization depends to a great degree on such physical conditions as slope, soil characteristics, groundwater, marshland, fault lines and public policies concerning the conservation of agricultural land open space.

The population "holding capacity" of the area has been calculated in consideration of such factors, under varying assumptions on the density of development. The holding capacity then is the number of people which

Recognizing that long-range support for the realization of population and economic potential, several factors could accelerate the timing of agricultural growth and development. Chief among these factors are: 1) the pace of industrial growth and new employment generation within the planning area and 10 minutes travel time threshold; 2) large-scale development opportunities which are sufficiently well capitalized to attract local community investment; 3) extension of the SAT system into Salinas County (at least to Bonaville) and 4) development of a permanent solution to the problem of agricultural groundwater management within the planning area. Given the importance of such factors, it is reasonable to expect that a reduction in the number of such factors would be realized well before 1980. It is clear that long-range planning would have to reflect not only the range of potential over a long period of time, but also the range which might be expected over shorter intervals of time.

The purpose of this report, a range of 25,000 to 45,000 people by 1980 is presented as providing sufficient flexibility to reflect such uncertainties.

THE POTENTIAL BASED ON POPULATION GROWTH CAPACITY

At this point, the range of factors from the original intent of Phase I of the program for agricultural growth which should be considered to illustrate within the framework of the program is Part IV. This step was designed to provide a basis for the first stage of Phase I of the program. However, the need for agricultural growth and development is evident during the first six months. Therefore, the initial recommendations for agricultural growth were undertaken. It may be noted that agricultural programs consider the agricultural, urban, and location of the future urban centers within the planning area.

The capacity of the planning area to accommodate agricultural growth to a great degree on such physical conditions as slope, soil characteristics, groundwater, minerals, local lines and public facilities, considering the concentration of agricultural land and open space.

The population "bearing capacity" of the area has been calculated in consideration of such factors, under varying assumptions on the amount of development. The bearing capacity then is the number of people which

reasonably can be accommodated in view of physical factors and public policies which indicate what lands are actually capable of development without degradation of the natural environment.

The most important criteria applied in developing estimates of holding capacity were slope, soil and agricultural production, water table, fish and wildlife habitat, marshland and watershed lands.

Holding Capacity Based on Slope Analysis

The first step was to identify all lands which are capable of development because of slope. Lands which have a percentage of slope greater than 20% (i.e., a grade of more than 20%) were eliminated from consideration. Such lands are too steep to accommodate urbanization; they are watershed lands which would experience serious problems of erosion, scarring of the land form, loss of natural vegetation, excessive surface water runoff and mudslides if urbanized, and where the provision of public facilities and services and vehicular access would be extremely costly.

Acreage calculations were made of all lands with slopes under 6% and between 6% and 19%. Lands below 6% grade are generally considered as being developable without restriction as to grade and are shown in Figure III-1. Lands with slopes of 6% - 19% are generally developable only at low densities and at standards which will assure that there will not be any environmental damage. Lands in this category generally occur in a narrow band adjacent to the 6% slope line shown in Figure III-1.

The various sub-areas of land used in slope calculations are shown in Figure III-2, and the calculations are summarized in Table III-3.

The slope analysis indicates that there are approximately 21,200 acres of land which are capable of development, of which 4,650 acres involve slopes of 6% - 19%. That is nearly 26 square miles of land, including all orchard and cropland within Suisun and Green Valleys, but excluding the bulk of watershed land and all of the marshland within the planning area.

If all land under 6% were to urbanize at the intensity which existed for the Central Solano County Planning Area in 1965 (approximately 100 acres per 1,000 population), the area could accommodate 165,000 people!

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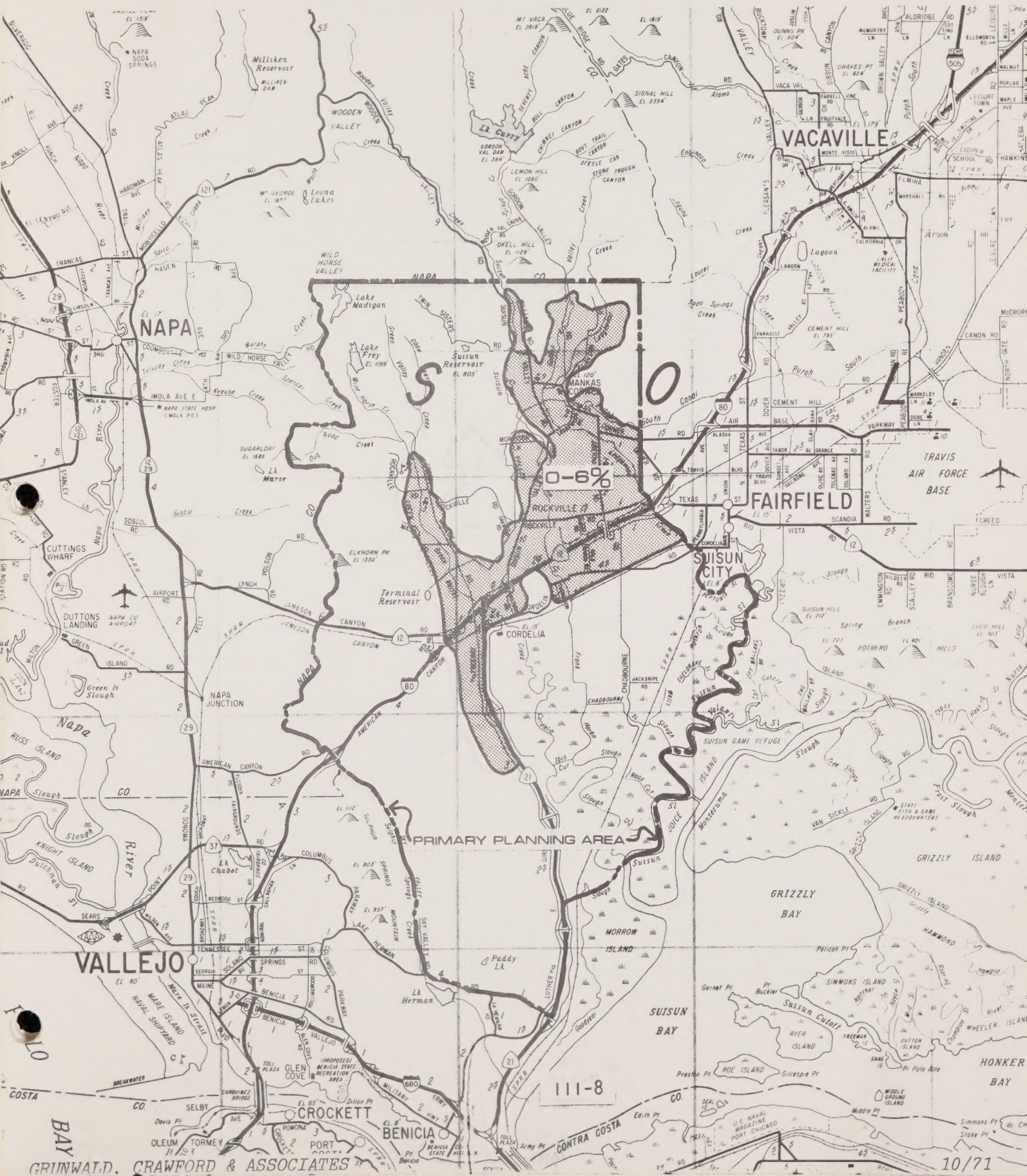
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FIGURE III-1

DEVELOPABLE LAND UNDER 6% SLOPE

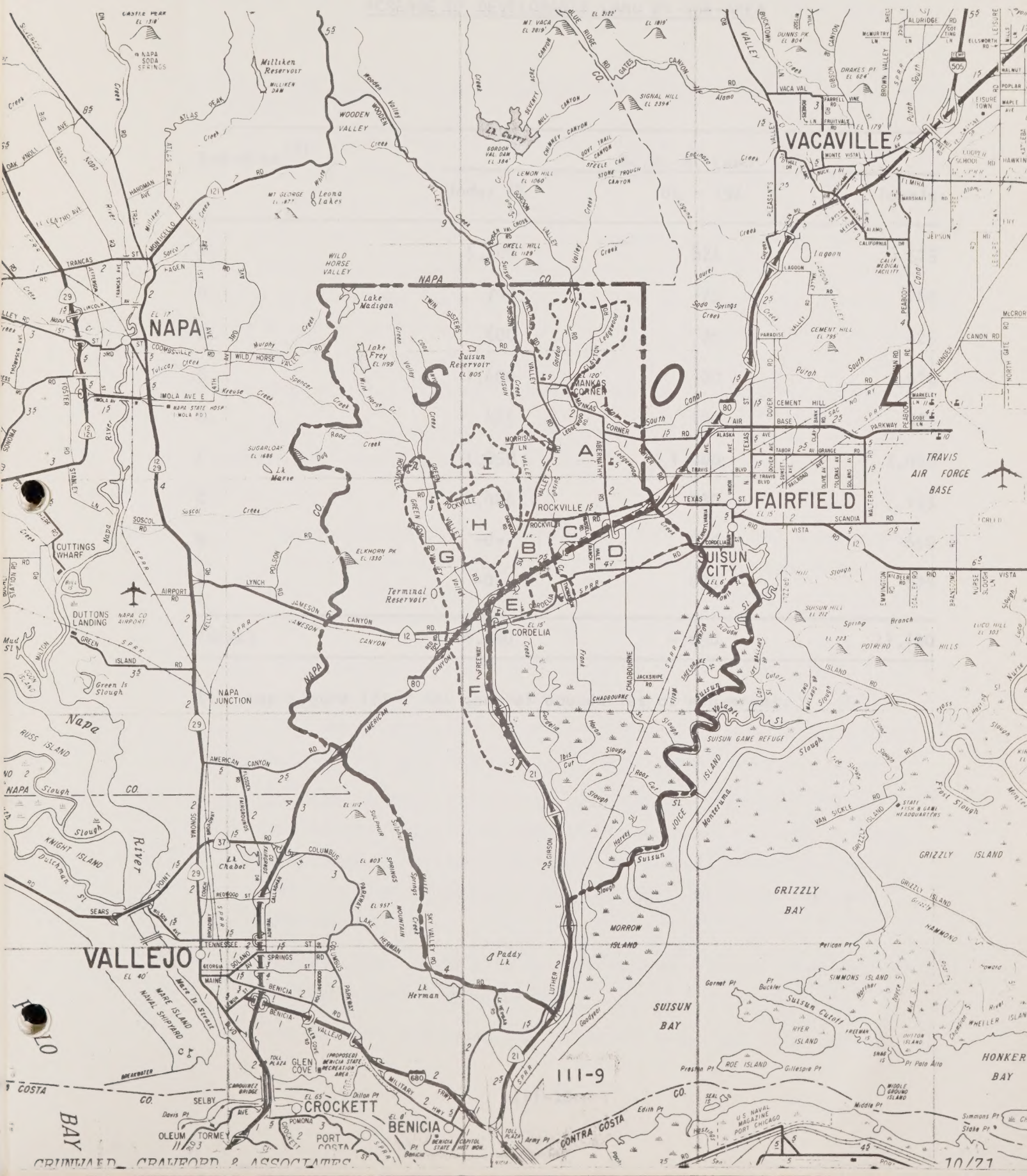
GENERALIZED





DEVELOPABLE LAND SUB-AREAS

GENERALIZED



DEVELOPABLE LAND SUB-AREAS

CHIEF OF BUREAU



TABLE III-3

ACREAGE OF DEVELOPABLE LAND BY SUB-AREA

Sub-Area ⁽¹⁾	Acres of Land		Totals
	Under 6%	6% - 19%	
A.	5,700	825	6,525
B.	740	25	765
C.	600	25	625
D.	1,600	20	1,620
E.	425	100	525
F.	1,050	1,400	2,450
G.	6,425	730	7,155
H.	-0-	650	650
I.	-0-	875	875
TOTALS	16,540	4,650	21,190

(1) See Figure III-2 for general boundaries of sub-areas.

TABLE III-3
 TABLE OF DEVELOPABLE LAND BY SUB-AREA

Sub-Area (1)	Acres of Land		Total
	Under E1	E1 - 125	
A	2,700	852	3,552
B	740	22	762
C	600	22	622
D	1,600	10	1,610
E	452	100	552
F	1,752	1,900	3,652
G	2,452	730	3,182
H	-0-	620	620
I	-0-	852	852
Total	14,250	4,950	19,200

(1) See Figure 11-1 for general boundaries of sub-areas.

If land with slopes of 6% - 19% were to develop at an average residential density of 1.5 dwelling units per acre, the population holding capacity rises to 186,000!

Holding Capacity Based on Environmental and Economic Criteria -- A Rationale for Urbanization

In comparing the 186,000 population holding capacity described above with the highest range of population projected for the planning area by 1990 (45,000), it is clear that there is no need to sacrifice the bulk of prime agricultural lands and other environmental amenities of the planning area. Policies of the general plan can and must "narrow-in" on selected areas to be encouraged for urbanization -- if the area is to avoid development as a vast urban sprawl which defies the achievement of efficiency and economy in the provision of public services and facilities and the loss of much of the unique environmental quality of the planning area.

In addition to slope, a number of important criteria were applied in selecting primary and secondary areas for urbanization within the planning area:

1. Recognition of the unique complex of interregional highway and rail transportation facilities in the Cordelia area which combine to create significant potential for commerce and industry serving Bay Area and West Coast markets.
2. Characteristics of the housing market which focus both on the potential and need for medium and high density housing and on very low density housing oriented toward recreation and scenic attractions within and close to the planning area.
3. An urban pattern and housing densities which permit efficiency and economy in the provision of public facilities and services and convenient relationships in the location of working areas, retail establishments and services required by the resident population.
4. Relationship to the City of Fairfield as a factor in annexation and governmental management.
5. Availability and capability of water, sewer and power service.

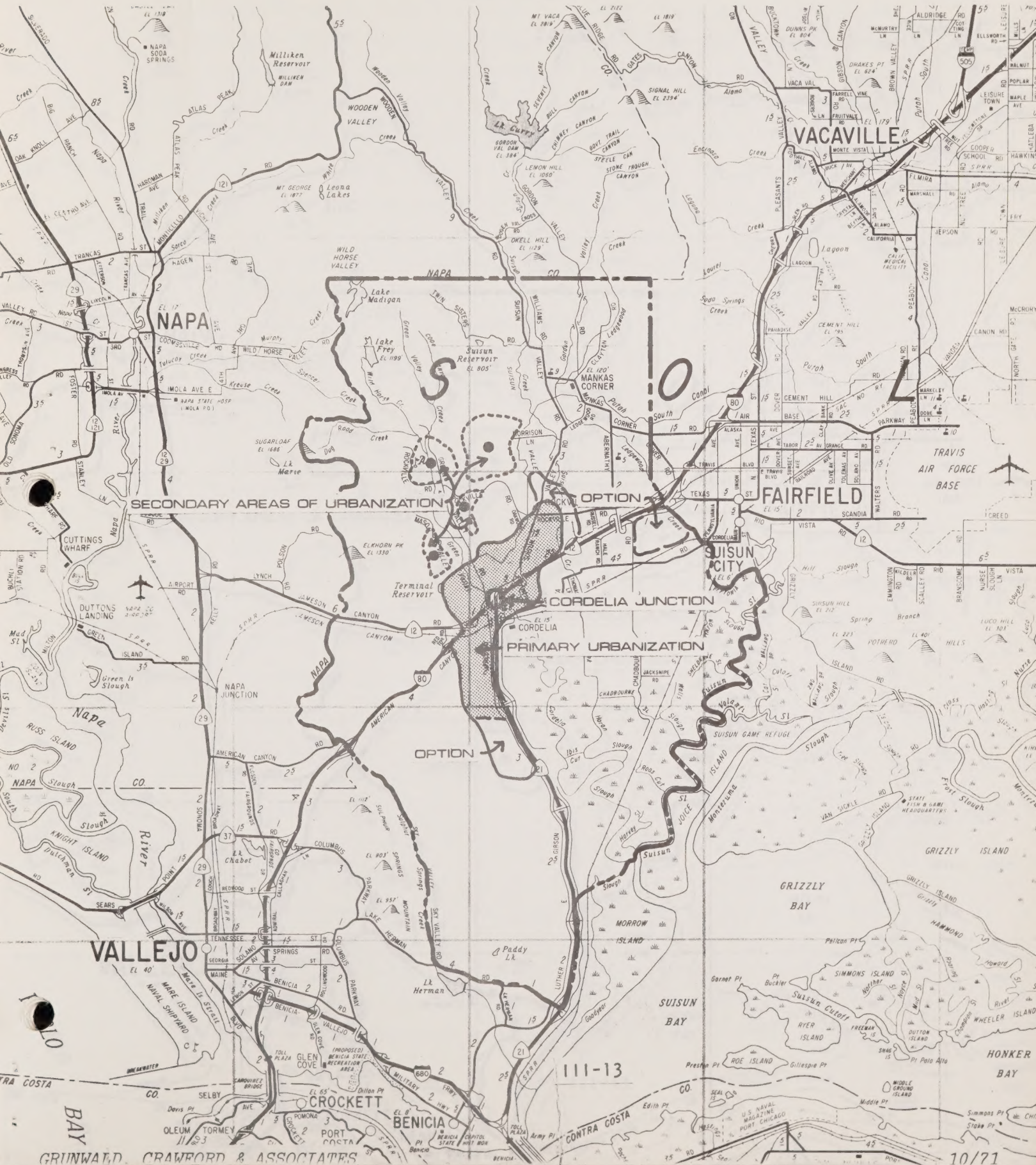
- PROPOSED PRIMARY & SECONDARY
AREAS FOR URBANIZATION
6. Ability to assemble sufficient acreage to foster quality design and the integration of increments of urbanization produced by different developers at different times.
 7. An urban pattern which distributes and links open space for multiple use (recreation, scenic quality, resource management and conservation).
 8. Preservation of scenic quality; avoidance of areas subject to damage from flooding and geologic hazards.
 9. Conservation of watershed lands, marshlands, fish and wildlife habitat, prime agricultural lands and areas having potential for regional and state recreation areas.
 10. Capability for integrating the existing pattern of urbanization formed by Cordelia, Rockville and the Junior College into the ultimate pattern of urbanization within the planning area.

These criteria will be evaluated more specifically in developing alternative urban design plans during Phase 3 of the program. At this point, they serve to permit broad identification of primary and secondary areas where urbanization should be focused over the next 15-20 years.

In applying these criteria, the primary area of urbanization centers on Cordelia Junction, with extensions northwest into Green Valley, north to Rockville, east to Suisun Creek, and south along the west side of the Luther Gibson Freeway. This area is shown on Figure III-3. An important consideration is that the primary area includes lands of sufficient acreage, under a single or related ownership, which are capable of being developed as "new town" components of the overall urban pattern. Given the proper degree of design and management, such lands have the capacity for accommodating a wide range of urban uses which would combine with other developments to create a total urban community having a reasonable degree of economic and social stability. The primary area also includes lands of small and medium-sized ownership which could develop separately under an overall plan for the total urban community. Because of their size and location, small and medium-sized parcels may have fewer but nevertheless important land use options to fulfill for the total urban community.

PROPOSED PRIMARY & SECONDARY AREAS FOR URBANIZATION

GENERALIZED



PROPOSED PRIMARY & SECONDARY AREAS FOR URBANIZATION

This is a detailed topographical and political map of the Napa, Vallejo, and Suisun Bay area in California. The map shows the following features:

- Cities and Towns:** Napa, Vallejo, Fairfield, Suisun City, Cordelia Junction, and Benicia are prominently labeled. Other smaller locations include Crockett, Port Costa, and Benicia.
- Highways:** Major roads are shown with route numbers, including 80, 12, 29, 205, 101, and 101A.
- Geographical Features:** The map includes numerous lakes (e.g., Lake Wapiti, Lake Wapiti, Lake Wapiti), reservoirs (e.g., Juisun Reservoir, Terminal Reservoir), and islands (e.g., Grizzly Island, Suisun Island, Knight Island, Russ Island).
- Urbanization:** Areas of 'PRIMARY URBANIZATION' and 'SECONDARY AREAS OF URBANIZATION' are indicated with different shading and line styles.
- Other Features:** The map also shows the Napa River, Suisun Bay, and various smaller creeks and sloughs. It includes a compass rose in the upper right corner and a scale bar at the bottom.

In no sense should the owners of larger parcels be viewed as having a monopoly on the land development process. Those parcels which are developed under "new town" concepts would not be wholly self-contained. They would also have to reflect needs of the entire community -- perhaps even to a greater extent than small and medium-sized ownerships because of the unique opportunities posed by large-scale development.

Optional areas of primary urbanization are also shown in Figure III-3. They include an area immediately north and east of the Solano Junior College, an area between Interstate 80 and the Southern Pacific railroad adjacent to Fairfield, and the southernmost area of developable land under 6% slope along the west side of the Luther Gibson Freeway. The purpose of presenting options is to indicate reasonable areas of choice and to provide flexibility in the event that the pace of population and industrial growth is accelerated and if other primary areas are not made available for urbanization by the landowners.

Areas of secondary urbanization shown on Figure III-3 are capable of accommodating limited development densities (mostly residential) on slopes of 6% - 19%. However, because of their more remote location with respect to sewer service, some of these areas must be considered as having marginal potential for urbanization. These areas are also in locations where there is considerable potential for recreation-oriented residential development. Consequently, unless problems of providing central water and sewer service can be solved, the realization of this potential will become elusive.

Areas of primary urbanization shown in Figure III-3 (excluding optional areas) embrace approximately 3,400 acres, of which 500 acres are on slopes of 6% - 19%. Depending on the residential densities applied and the extent of non-residential growth catering to regional markets, the primary area is capable of accommodating between 21,000 and 38,000 people.

Because the Cordelia area possesses so many characteristics of potential for meeting regional growth requirements of the North Bay Area (large-scale industry, regional recreation, institutional and regional commercial), the extent to which such requirements are accommodated will alter the holding capacity. The range of population shown above assumes that residential densities will average 6-9 dwelling units per net acre

It is known that the number of larger parcels is viewed as having a tendency on the land development process. Those parcels which are situated under the same category would not be wholly self-contained. They would also have to reflect some of the other community — pattern even in a greater extent than just the individual category because of the unique opportunities posed by large-scale development.

Optimal areas of primary urbanization are also shown in Figure 11-5. They include an area immediately north and east of the former village village on the western side of the road and the Southern Railway station. The area is situated in the center of the city and is surrounded by a large area of agricultural land. The area is situated in the center of the city and is surrounded by a large area of agricultural land. The area is situated in the center of the city and is surrounded by a large area of agricultural land. The area is situated in the center of the city and is surrounded by a large area of agricultural land.

Areas of secondary urbanization shown in Figure 11-5 are capable of accommodating the land development (mostly residential) on a scale of 100 - 150. These areas are located in the center of the city and are surrounded by a large area of agricultural land. The area is situated in the center of the city and is surrounded by a large area of agricultural land. The area is situated in the center of the city and is surrounded by a large area of agricultural land. The area is situated in the center of the city and is surrounded by a large area of agricultural land.

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Because the districts are primarily for residential use, the areas are situated in the center of the city and are surrounded by a large area of agricultural land. The area is situated in the center of the city and is surrounded by a large area of agricultural land. The area is situated in the center of the city and is surrounded by a large area of agricultural land. The area is situated in the center of the city and is surrounded by a large area of agricultural land.

on slopes under 6% and that residential acreage will comprise 45% of total acreage. If residential acreage dropped to 35% of total acreage because of a higher level accommodation of regional growth requirements, the holding capacity would be reduced to the range of 21,300 - 30,400.

If the optional areas to the north and south are added, the holding capacity would be increased by 7,000 to 9,800 people. The optional area shown along the railroad close to Fairfield would be held for large-scale industry, beyond that provided for in the immediate Cordelia area. This would provide a hedge against the somewhat speculative aspects of industrial potential while providing flexibility in locating industries which require large acreage. By confining industrial use in this area to the vicinity of the future intersection of Interstate 80 and State Highway 12, the agricultural open-space separation of Fairfield and Cordelia urban patterns could be preserved.

PART IV

THE KEY POLICY ISSUES POSED BY SUBSTANTIAL URBANIZATION WITHIN THE PRIMARY PLANNING AREA

The last section of Part III suggests a rationale for urbanization within the planning area, both with respect to its potential for urbanization (probable future levels of population and economic activity) and environmental factors which demand consideration. It should be understood, however, that the suggested form and holding capacity of the area which should be encouraged for urbanization represents the consultant's judgment based on the assumption that basic policies for the planning area will seek to accommodate substantial population while conserving lands of significant environmental quality.

As stated in Part III, population projections are neither to be taken as absolutes nor as self-fulfilling prophesies. "By deliberate policy, it is within the authority and responsibility of local government to select the level of potential desired." The consultant's recommendation envisions an urban pattern, centering on Cordelia, which has sufficient internal capacity for achieving a reasonable level of social and economic stability -- i.e., a community which would not merely be a "bedroom" community for Fairfield, Vallejo and the Bay Area.

It must be made clear at the outset that a greater or lesser level of urbanization may be selected. However, the social and economic costs of greater urbanization than suggested in Part III may be too excessive to bear. The selection of a much lower level of urbanization is also possible on the grounds that a lower level of urbanization would be more acceptable to those who like the planning area as it now exists. A burden of social and economic costs is involved in any and all cases. This section therefore sets forth the views of the consultant as to the key policy issues posed by substantial urbanization within the planning area and the positions which the consultant recommends that local government should take with respect to those issues.

Policy issues are identified in terms of the impact of urbanization on governmental management and services, housing, transportation, economic development and employment, agriculture, environmental quality,

and natural resources. These categories of activity are not mutually exclusive. The statements of proposed policy which are underlined in each section are recommended as a basis for developing Phase 3 (General Plan design) of the program.

POLICY ISSUES CONCERNING GOVERNMENTAL MANAGEMENT SERVICES AND
RECOMMENDATIONS OF THE SPECIAL REPORT

A special report was issued on this subject in June, 1971. Basically, the report concluded that future governmental management within the planning area is of such importance that it is of overriding significance as compared to other development issues. The report stated that "...regardless of the level, scale and intensity of urban development to be encouraged ...the complexities of governmental management remain the same. Whether the area is to accommodate 14,000 people ...or 50,000 people, responsibility must be assigned to a local governmental entity which is capable of assuring the provision of adequate services and facilities required by the new population."

In summary, the recommendations of the special report were as follows:

1. That the City of Fairfield was the most logical governmental entity to assume management responsibility over most urbanization within the planning area.
2. That urbanizing areas which logically could not be annexed by Fairfield be placed within a County Service Area district (CSA), thus placing responsibility exclusively on people within a CSA for the costs of most urban services which they require.
3. That leadership be taken by both the City of Fairfield and the County to implement the first two recommendations cited above.
4. That negotiations among Fairfield, Vallejo and the Solano Irrigation District to resolve water service issues be concluded at an early date.
5. That resolution of the means for providing water service be sought in a manner which will assure high quality water at a price rate which reflects the differential costs of water now available from the three jurisdictions.

6. That connection of all urban development to the Fairfield sewage system serving the Cordelia area is both logical and essential for the protection of water quality in the area.
7. That responsibilities of the Suisun Soil Conservation District to preserve and protect the unique fish and wildlife resources of the Suisun Marsh be supported by policies of the County which will respect requirements for fresh water inflow and protect the marsh from sedimentation, drainage contaminants, loss of fish and wildlife habitat and urban encroachment.
8. That as lands are converted to urban use, particularly within the Solano I.D., such conversion should avoid fragmentation of the remaining agricultural land pattern.
9. That annexations by Fairfield be accomplished so as to preserve the highly productive agricultural strip between Interstate 80 and the Southern Pacific railroad, including the status of lands designed as agricultural preserves under the Land Conservation Act.

The Proposal for Annexation in the Cordelia Area

Prior to the scheduled discussion of the Special Report on October 26, 1971, a petition for the annexation of more than 3,000 acres in the Cordelia area to Fairfield was filed with the Local Agency Formation Commission. At a LAFC hearing on November 1, 1971, the petition was approved. These series of actions have cleared the way for annexation and introduce an additional set of policy considerations. Recommendations 1. - 9., above, remain valid as stated and are reinforced by these actions. However, the extent of the proposed annexation now suggests that large-scale urbanization will eventually become a fact. While the act of annexation does not in itself commit land to urbanization, the fact that the petition was initiated by landowners who have indicated a desire to urbanize their holdings does commit the City, upon annexation, to manage the orderly development of the area.

The annexation proposal will have the following effects on the Cordelia area: a) advances the timing of urbanization through the

availability of key municipal services; b) shifts the focus of governmental responsibility from the County to the City of Fairfield; c) improves the economic feasibility of attracting industry; d) creates a more favorable market for housing; and e) acts to encourage development proposals on lands inside of the area proposed for annexation.

Actions for the City

On the assumption that the annexation will proceed, the recommendations of this report more clearly although not exclusively become of immediate concern for the City of Fairfield. The City must now become a more direct participant in the formulation of General Plan policy for the Cordelia area, and must establish in the very near future an orderly process for reviewing and acting upon private development proposals which can be expected in the short-term. The following actions are therefore recommended to the City:

10. Deliberate and decide upon the policy recommendations of this report, through an intergovernmental process involving the County and other agencies within the planning area as appropriate.
11. Participate directly in Phase 3 of the County's program in developing the physical design features of the General Plan. This should involve a joint exercise of powers agreement with the County, defining the financial and participatory responsibilities of each jurisdiction.
12. Invite residents and landowners of the Cordelia area to participate in the citizens advisory effort now underway leading toward updating of the Fairfield General Plan.
13. Develop a phased program for the extension of sewer and water service to the area covered by the annexation, including costs and methods of funding.

Actions for the County

While responsibility for the primary area of urbanization is now shifting from the County to the City, the County must yet face the prospect of urbanization in such areas as Upper Green Valley, Rockville and on

availability of the necessary resources; b) while the State of Government is responsible for the development of the City of Santiago, it remains the economic responsibility of agricultural industry, it remains a more favorable sector for investment and it will be necessary to develop investment programs in order to be able to meet the needs for investment.

4. - General Policy

The first objective of the organization will be to ensure the implementation of this report and to ensure that the necessary resources are available for the City of Santiago. The City must not become a mere financial institution in the hands of the State, but must be able to manage its own resources and to ensure that the necessary resources are available for the City of Santiago. The City must not become a mere financial institution in the hands of the State, but must be able to manage its own resources and to ensure that the necessary resources are available for the City of Santiago.

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developable slopes between Green Valley and Suisun Valley. Of special significance is the area along Suisun Valley Road between the proposed annexation and Rockville. Part of this area is covered by the "Coleman Plan" and, as described in Part II, the Coleman Plan provides official policy for guiding development in that area through the zoning process.

A second area of importance may be the developable slopes along Rockville Road between the Green Valley Country Club and Rockville. This area has been the subject of considerable preliminary planning by landowners since existing General Plan policy encourages low-density residential use for the area.

In view of continuing pressures on the County for the review and approval of developments proposed in accordance with existing planning policy, the following actions are therefore recommended to the County:

14. Require a "planned unit development" approach to the preparation of development proposals.
15. Continue to insist on high standards of design and environmental quality, particularly in the Rockville-Junior College area.
16. Require developments proposed in the Rockville-Junior College area to connect to the Fairfield sewer system now serving the College in support of policies of the Regional Water Quality Control Board.
17. Establish the policy that low-density and suburban residential use on developable slopes between 6% and 19% (as now encouraged by the General Plan) be designed to achieve clustered housing, with central water and sewer systems.
18. Require the establishment of a County Service Area district to encompass all areas considered for urbanization in the short-range which reasonably cannot be expected to annex to the City of Fairfield.
19. Enter into a joint exercise of powers agreement with the City of Fairfield to activate Phase 3 of the current planning program, even before resolution of the policy considerations presented in this report. Phase 3 should be authorized by December, 1971

so that the consultant can proceed with the exploration of design alternatives for the planning area. The urgency for such action also is due in part to recent enactment into law of A.B. 1301. This law calls for strict conformance of private development plans with city and county general plans.

The practical effect of these actions during the remainder of the current planning program will be to confine the majority of development proposals to the Cordelia area and to forestall the further development of hilly terrain removed from the Cordelia area until the General Plan has been revised and adopted. Early authorization of Phase 3 will also shorten the time required to complete the program. On the latter point, the program has already been delayed because of the time required to review the special report on governmental management published in June, 1971, and rewriting of this report required to reflect the impact of the proposed Cordelia annexation by Fairfield. Recommendations 14. - 18. also have longer-term validity in support of the County's existing policy to stay out of the urban service business.

Retention of Cordelia's Community Identity

The annexation of the Cordelia area by the City of Fairfield need not result in the loss of that community's historical identity. It is quite likely that opinions expressed to the consultant by property owners in the area to retain this identity is shared by many people now living in the Cordelia area. Annexation to Fairfield will give the area municipal status. However, the area could be designated as the "Cordelia District" of the City. Similarly, if the Rockville area is annexed in the future, it could be designated as the "Rockville District".

20. It is recommended that the City sample community opinion in the Cordelia area concerning an appropriate district designation of the area as part of the City.

POLICY ISSUES CONCERNING HOUSING

Both the rate and character of urbanization will be affected greatly by characteristics of the housing market which prescribe the economic factors which influence the density and type of housing to be accommodated

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within the planning area. In contrast to policies of the existing General Plan which seek low-density, suburban, and rural density residential housing throughout most of the area, the current and anticipated future characteristics of the housing market indicate that the bulk of demand will be for moderate and medium-priced housing at much higher densities, with a secondary demand for high-priced low-density housing.

Housing Demand

Based on population projections, the primary area of urbanization described in Part III would have to accommodate upwards of 630 new housing units per year for the remainder of the 1970's and 730 new units per year during the 1980's. These rates could increase if the pace of population increase were to accelerate.

Since the market for higher priced homes in hilly terrain will depend to a great extent on the initiative of developers to capture a significant portion of the market for the North Bay, and because such development would be contingent on meeting requirements for central water and sewer service, the anticipation of an annual average of 50 such housing units would be reasonable until further knowledge of this market becomes available through local experience.

During early stages of the program, public officials expressed some concern for the implications of a housing market which focused on the needs of moderate and medium-income housing. It should be understood, however, that moderate and medium-income housing has been precisely the primary range of market demand within Solano County and Fairfield for the past decade. The demand for high-priced housing has by contrast been relatively small and is exemplified within the planning area by suburban-density development occurring in Upper Green Valley.

For purposes of this report, moderate and medium-income housing refers to families with annual gross incomes in the range of \$8,000 - \$15,000 who can afford housing priced in the range of \$15,000 - \$25,000 (measured in 1970 dollars). In 1970, such families comprised approximately 41% of all families in Solano County, with 34% having incomes below \$8,000 and 25% having incomes above \$15,000. Only 3% of the families had incomes above \$25,000 -- families who could afford housing priced in the range of \$35,000 and up.

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Since families with incomes below \$8,000 comprise a significant percentage of the current housing demand in the County, and recognizing that these families (along with many in the \$8,000 - \$10,000 bracket) are effectively unable to attain adequate housing at an affordable price, special attention must be given to their needs through planning policy. The costs of housing place at least 40% of all families now living in the County outside of the housing market unless their demand is met by the provision of publicly assisted housing programs of various types. Many of these families are comprised of young couples, and older couples on fixed retirement incomes.

Given the current and anticipated characteristics of the housing market, and the relatively high costs of providing public services to residential areas, medium-density and high-density residential development will have to dominate the housing picture within the primary area of urbanization if housing needs are to be met by at least public and private cost. This will require a greater mix of housing types than has occurred in the past, including apartments, condominiums, modular housing, mobile homes and single family units in developments designed to achieve innovation in the use of space and the provision of utilities and services while meeting standards of environmental quality for individual units and entire neighborhoods.

An important consideration which supports a policy for higher density housing than is now provided for by the existing General Plan is the impact of urbanization on land consumption and environmental quality. The primary area of urbanization described in Part III would have to encompass over 5,000 acres (as compared to 3,500) to support the same population under densities provided in the existing General Plan.

The Mobile Home Phenomenon

Growth on the mobile home industry has become a modern phenomenon, and has completely dominated the national market for housing units under \$15,000 during the past five years. Construction reports issued by the Bureau of Census indicate that mobile homes in 1970 represented 95% of total national sales of single family and mobile home housing

units under \$15,000 in 1970, as compared to 67% in 1966.

Traditional bias against mobile homes has its origins in the days when single "trailers" were located indiscriminately in areas of the community's fringe. However, "mobile homes" are a much different breed of unit than the old trailer house. The mobile home park concept of development has swept the country. These "parks" generally reflect design qualities ranging from good to excellent; they provide a wide range of special services to occupants, including complete family recreation, pools, cabanas, indoor facilities, game rooms, underground utilities, general park-like open space and attractive ornamental walls, patios and landscaping.

The modern mobile home park is a complete multi-family housing complex. It is categorized as multi-family because of the density of development rather than type of housing unit. Aside from the amenities of "park" development, mobile homes offer special attractions to people who are priced out of the conventional housing markets. Units typically range from 12-foot wide single units of 720 square feet to triple units up to 2,500 square feet. They come fully equipped, compactly arranged, and often are fully furnished at single-unit prices under \$8,000. Newer designs feature one and one-half story arrangements with patio deck, and include 3-4 bedrooms and 2 baths.

Mobile homes appeal to young families setting up housekeeping due to ease of maintenance, size, and financing arrangements which package the unit, major appliances and furniture in one monthly payment. The second major age group market are retirees in the 65-74 age bracket. The popularity for retirees continues to increase as more people retire at an earlier age. Retirement at or before age 60 will be common by 1980.

That mobile homes will increase in attraction locally is an inevitable consequence of the tight market conditions for housing expected to continue for several years. Local interest is indicated by applications which have been submitted to the County during the past year. It is not unreasonable to expect that mobile home parks could accommodate 20-30% of the local multi-family market needs by 1980.

Objectionable aspects of this housing type range from structural appearance, semi-permanent character and their impact on the local tax structure. The shiny aluminum bodies, flat roofs, and narrow dimensions of older units tend to perpetuate the old "trailer" look of the 1940's and 1950's, even though they are vastly different in interior design quality and utility. These objections rapidly are being overcome by the industry and many new double-unit models are hardly distinguishable from conventional single-family houses. Wheel axles typically are removed and the undercarriage covered by skirts; many units are now being permanently affixed to foundations as rental units.

The tax picture is somewhat confusing. Generally, it can be said that mobile home parks are likely to yield less direct tax revenues because the homes are taxed under State vehicle licensing laws. The land and improvements, however, are subject to local property taxes and this yield can be sizeable in a well-designed mobile home park.

Offsets to the generally low direct tax yield are generated by the fact that all interior roads, utility systems and other facilities, which normally would be publicly owned and maintained in a conventional single-family subdivision, involve maintenance costs which are the responsibility of the park owner. A further offset is yielded by the generally high-density character, i.e., less costs of service per unit as compared to conventional housing because of a higher number of units per acre. Perhaps the most significant offset is the fact that mobile home parks typically compare favorably in family size and population density with conventional multi-family unit construction.

It must be recognized that pressures for mobile home park development will increase in the area during this decade. Unfavorable attitudes toward "parks" on the basis of old bias would be improper in the face of demands by families who desperately are in need of improved housing conditions. However, wholesale expansion of this market must be accompanied by higher standards of site location and development than currently are encouraged by the Zoning Ordinance.

Recommended Housing Policies

In addition to existing General Plan policy which encourages the "cluster" approach to the design of housing areas, the following policies are recommended:

1. The primary area of urbanization should provide for a variety of dwelling types, including apartments, townhouses, condominiums, mobile homes and single family units at densities which: a) maximize environmental quality; b) minimize land requirements and costs of public utilities and services per unit; and c) maximize market accessibility by families in all income brackets.
2. Planned unit development should become the dominant approach to the design of housing areas, with conventional approaches to design permitted only under special circumstances.
3. Mobile homes should be permitted only within carefully designed and well-maintained mobile home parks; mobile home parks should be treated as multi-family housing areas; high standards of development and maintenance should be required, including standards governing the exterior appearance of mobile home units which avoid an appearance which is grossly unconventional as compared to more conventional housing styles.
4. Housing areas should be designed in consideration of an entire neighborhood environment which provides pedestrian and vehicular circulation, educational, cultural and health-care facilities, recreation and open space, police and fire protection and supportive professional, service and retail convenience services required by the population of the neighborhood. Isolated housing areas which cannot be related to a larger neighborhood context or which would be cut off from a neighborhood environment by freeways and major arterial streets should be avoided.
5. Housing areas should provide for the needs of elderly citizens to assure their being accessible to activity centers and to provide the option of continuing to reside in neighborhoods of mixed economic, ethnic and age groups.

6. Local government should seek and encourage the use of those forms of housing subsidy that will permit low-income families to occupy sound housing units adequate for their needs; publicly-assisted housing should be scattered by small groups and individual units as compared to the "project" approach to housing design and location.

POLICY ISSUES CONCERNING TRANSPORTATION, ECONOMIC DEVELOPMENT AND EMPLOYMENT

Transportation

The combination of freeway, rail and major county road systems within the planning area provides a generally good transportation network as a basis for accommodating large-scale urbanization within the primary area of urbanization described in Part III. With reconstruction of Suisun Valley Road from I-80 north to Rockville now underway, the weakest links in the system are the interchange of Suisun Valley Road with I-80, Rockville Road, and Cordelia Road.

The interchange structure is under-designed for the level of traffic interchange which will exist upon urbanization of the Cordelia area, both with respect to the transfer of traffic with the freeway and between private lands on either side of I-80. Reconstruction of the Suisun Valley Road interchange is essential and efforts to accelerate State priorities for reconstruction should be pursued vigorously.

Rockville Road (east of Rockville) is designated on the existing General Plan as a major arterial. This road section already carries more than 3,000 cars per day. With urbanization of the Cordelia area, Rockville Road will become a primary link between Cordelia and Fairfield with average daily traffic approaching 20,000 even though I-80 will also be a primary link. Traffic projections for I-80 show a dramatic increase over the next 10 years. Heavy through traffic on I-80 will tend to reduce the attractiveness of I-80 for short-trip movements between Cordelia and Fairfield.

A third link between Cordelia and Fairfield which can be expected to increase in importance is Cordelia Road. Cordelia Road is also shown on the General Plan as a future arterial. With substantial

industrial development anticipated at Cordelia and south-west Fairfield, Cordelia Road can be expected to become an important industrial traffic link between the two areas.

Green Valley Road will require reconstruction similar to that occurring on Suisun Valley Road, at least within the lower area of Green Valley close to Cordelia which is proposed for urbanization.

Suisun Valley Road north of Rockville will also require reconstruction to handle greater traffic volumes, primarily because of the growing importance of this approach to Lake Berryessa. This recreation traffic function may well justify conversion of the road to State Highway status as an extension of State Highway 21, provided that state highway status was extended also to Wooden Valley Road and its northern extension between the Napa County line and the Lake Berryessa Recreation Area.

Substantial urbanization in the Cordelia area would create a sizeable economic burden on the County and City of Fairfield for improvements to the road system if the costs of major arterials and collector streets and roads are not properly apportioned to private developers. This point was raised in the analysis of deficiencies in the County's development regulations presented during Phase I of the program in April, 1971. With requirements for increasing the traffic-carrying capacities of a number of roads within the planning area, private developers must be required to participate in meeting the costs involved to the extent that their developments contribute to traffic generation. In addition, developers should meet high standards of internal street design and improvement if high street maintenance costs are not to become an additional economic burden on local government.

The following transportation policies are recommended:

1. The County and City of Fairfield should seek an advancement in priorities accorded by the State to the reconstruction of the I-80 Suisun Valley Road interchange and the reconstruction of State Highway 12 as a freeway from I-80 to Travis Air Force Base.
2. The County and the City of Fairfield should request the State to study the feasibility of converting Suisun Valley Road

Industrial development, particularly in the south-east, has been a major factor in the growth of the economy. The Government has been successful in attracting foreign investment and in developing a strong manufacturing base. The country has also made significant progress in the fields of education and health care.

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(and extensions in Napa County) as an extension of State Highway 21 from I-80 to Lake Berryessa.

3. Rockville Road, Green Valley Road and Cordelia Road (in the Cordelia area) should continue to be designated as major arterials on the General Plan.
4. Cordelia Road (between Cordelia and Fairfield), Oliver Road, Chadbourne Road and Ledgewood Road should be shown as collector roads on the General Plan.
5. City and County policies should be consistent with respect to standards for the ultimate design and construction of streets in the Select System within urban areas.
6. The timing and staging of improvements to the Select System should be coordinated closely by the City and County to maximize the extent to which components of the Select System will perform more fully their functions as defined in the General Plan.
7. Residential subdivisions developed along major arterials should be required to back-on to such arterials, including the waiver of access rights by the developer and provision for screen fencing and right-of-way landscaping.
8. Access points to adjoining properties from major arterials should be controlled as to spacing to assure the free-flow of traffic on the major arterial.
9. Interior frontage roads should be provided by developers along major arterials to serve commercial and industrial areas.
10. The General Plan should recommend a system of bikeways for accommodating the growing volume and use of bicycles as a means of transportation. Special attention should be given to the feasibility of converting the Sacramento - Northern railroad right-of-way between Solano Junior College and Fairfield for this purpose.

Economic Development and Employment

The most critical policy issue concerning economic development and employment involves the need to develop industrial and commercial employment opportunities which will provide the primary job base in support of urbanization. Policy recommendations in this regard are:

11. Land located adjacent to the Southern Pacific railroad in the Cordelia area and between the railroad and Interstate 80 southwest of Fairfield should be reserved for industrial development.
12. Land located adjacent to freeway interchanges along I-80 should be reserved for highway commercial and regional commercial and industrial operations.
13. Development proposals involving lands having industrial and regional commercial potential should be conditioned to assure that the internal design of such lands is appropriate for such use and that street improvements and utilities are provided to such lands during initial phases of development.

Recommendation No. 13 is particularly important to advance the timing when industrial development can take place. While local development regulations cannot be applied to guarantee industrial development, a requirement for street improvements and utilities in the first phase of development will assure vigorous promotional actions by the developer to attract industries.

14. Water-oriented industrial uses encouraged by policies of the BCDC plan for San Francisco Bay should also be encouraged by local planning policy, consistent with the need to avoid damage or destruction to managed wetlands, tidal marsh, wildlife and recreation areas of the Suisun Marsh.

POLICY ISSUES CONCERNING AGRICULTURE, ENVIRONMENTAL QUALITY AND NATURAL RESOURCES

Agriculture

Preservation of the rich and productive soils of Suisun Valley for agricultural use is a major policy of the existing General Plan. There is no question that Valley lands possess unique qualities for agricultural

General Principles and Objectives

The main objective of the present study is to develop a comprehensive framework for the assessment and management of the environmental impacts of the proposed project. This framework should be able to identify, predict, and evaluate the potential impacts of the project on the environment, and to propose effective measures to avoid, minimize, and compensate for these impacts.

- (i) The first objective is to identify the potential impacts of the project on the environment, taking into account the different phases of the project, from the construction to the operation and the closure.
- (ii) The second objective is to predict the magnitude and the nature of the impacts, based on the available data and the best available knowledge.
- (iii) The third objective is to evaluate the significance of the impacts, taking into account the sensitivity of the receiving environment and the values at risk.

The fourth objective is to develop a management plan that includes measures to avoid, minimize, and compensate for the impacts. The fifth objective is to monitor and evaluate the implementation of the management plan, and to report on the progress and the results of the study.

The sixth objective is to provide the decision-makers with the information they need to make informed decisions about the project. The seventh objective is to ensure that the study is conducted in a transparent and participatory manner, involving all the stakeholders concerned.

- (iv) The eighth objective is to develop a communication plan that ensures that the information generated by the study is disseminated to the relevant stakeholders.
- (v) The ninth objective is to develop a training plan that ensures that the staff involved in the study are equipped with the necessary skills and knowledge.
- (vi) The tenth objective is to develop a quality management system that ensures that the study is conducted in accordance with the highest standards of quality.

Scope and Limitations of the Study

The study is limited to the assessment and management of the environmental impacts of the proposed project. It does not cover the assessment of the social and economic impacts of the project.

The study is also limited to the assessment of the impacts of the project on the environment. It does not cover the assessment of the impacts of the project on the climate.

The study is further limited to the assessment of the impacts of the project on the environment. It does not cover the assessment of the impacts of the project on the biodiversity.

The study is also limited to the assessment of the impacts of the project on the environment. It does not cover the assessment of the impacts of the project on the cultural heritage.

production and that their continued preservation is in the long-time public interest. In recent years, however, the economy of Valley agriculture has suffered a series of severe blows in the market. Increased competition from large planting of orchard crops in other regions has combined with increases in the cost-price squeeze affecting local agricultural operations to seriously threaten the ability of Valley farmers to continue operations for any extended period of time -- at least for orchard crops now grown in the Valley.

Economic pressures on agricultural operators cannot be ignored while holding to policies of preserving the Valley for agriculture. The result could be a severe blow to the local economy, the loss of jobs and a loss of an important tax base. Conversely, economic problems facing the farmer do not in themselves justify opening the entire Valley to urbanization. The latter possibility is remote in any event for the next 10 years because the market for urban land is not large enough to accommodate wholesale conversion in the short-term and because of extensive acreage which is included within preserves established under the Land Conservation Act.

By confining the primary area of urbanization to the pattern described in Part III of this report, much of the pressure for converting agricultural lands to urban use is eliminated. It should be noted, however, that over 2,000 acres of land included in the pattern is now productive farmland involving rich alluvial soils. The primary pattern of urbanization is quite similar to the pattern shown in the existing General Plan, plus the addition of lands east of Suisun Valley Road in the vicinity of the Junior College. Optional areas shown on Figure III-3 also involve productive agricultural soils.

In one sense, the recommended primary pattern of urbanization can be considered as a compromise requiring the sacrifice of some agricultural land to accommodate urban growth. In another sense, the pattern could be considered as a means of relieving pressures for urbanization on the more than 8,000 acres of productive soils in the remainder of Suisun Valley. To the farmer left out of the urban pattern, these compromises may provide little consolation. But as suggested earlier, the rationale for the urban pattern cannot be based on economic pressures which

proposition was that their proposed arrangement is in the long-run

profitable. In recent years, however, the economy of Italy

has been suffering from the effects of severe drought in the south.

The same situation has been existing in various parts of Italy

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threaten the farmer. To put it more bluntly, the farmer cannot expect public urban development policy to provide all the answers, particularly when the total costs resulting from urban sprawl would accrue to the people of the entire county.

The question must now be raised as to what planning policy can do for the plight of the Valley grower who cannot expect the option of urbanization. For one thing, the County could assume greater responsibility for seeking solutions to the grower's problem. With considerable acreage in the Valley having potential for varietal grapes, an effort parallel to that established for attracting industries to the County could explore ways to attract the attention of wineries, distilleries and other investors with sufficient capital to accomplish crop conversion. Another approach might be to assist growers in organizing to pool their capital and achieve contracts with the grape industry. A third approach would be to assist growers in pooling their operating capacities to gain economies in operational costs -- i.e., treating a collection of small holdings as if it were a large corporate holding.

The preservation of agriculture within the Suisun Valley is not just a matter for County concern. It is of concern to the people of Fairfield, the Bay Area, the State and the Nation. The unique environmental qualities of the Valley provide an excellent scenic setting for Fairfield and the metropolitan Bay Area; they provide recreation; they provide seasonal jobs for young people; and they provide an example of California's finest accomplishments in deciduous fruit agriculture, accessible to millions of people within the Bay Area and the State.

Economic threats to preserving the quality of the agricultural and foothill open-space which constitutes Suisun and Green Valleys should be made the subject of broad public concern. A similar concern for the Napa Valley vineyards five years ago brought forth the concept of a "Napa Valley National Vineyards". Is it too far-fetched to apply such concepts to the bulk of Suisun Valley? Why shouldn't the public's concern for preserving open space extend to agricultural areas which are so unique and which contribute so much to the quality of life of metropolitan residents? Why must the burden of preservation fall solely on the landowner?

The above discussion points to another approach -- a regional, state or federally sponsored (not owned) agricultural valley preserve; where urban development rights would be acquired; where specialty crops would continue to be grown as an example of what has already disappeared in much of the Bay Area; where farm operations could be visited and observed; where farming could be taught to students; where historic agricultural practices could be demonstrated along with modern techniques of agricultural operation; and where growers could continue to make a fair profit without constant fear of the crunch of taxes, higher wages, and lower prices for their products. To millions of children within the Bay Area, farming of the type practiced in Suisun Valley will become a thing of the past in but a few decades. What legacy will be left for them and their future families?

Still another approach (perhaps in combination with others) might be to invite participation in preserving the Valley by major industries which depend on quality agricultural production for their very existence -- the major food processors. The Valley could become a show-case -- a living advertisement for an industry whose products reach every American table.

The various approaches suggested above may be distasteful to the grower who takes pride in the independence of his operation and to the general public which has taken agriculture in Suisun Valley for granted. Perhaps these approaches are the wrong ones. One point here is that growers in the Valley should be accorded the same degree of sensitivity to their problems as is accorded the goal of industrial development. A second point is that the preservation of an unique agricultural open space should not be the sole responsibility of the grower. A third point is that the prospect of losing agricultural production, land holdings and investments achieved through years of effort by growers should not be tolerated in the public interest. A fourth point is that preservation of the unique qualities of the Valley should be made the subject of widespread local, regional and state concern.

The following agricultural land policies are recommended for consideration:

1. Urban development should be confined within a pattern which retains the majority of high quality soils, orchard and specialty crop areas of Suisun Valley.
2. The extent of urbanization encouraged within lower parts of Suisun and Green Valleys should be based on the capacity of the planning area to accommodate population growth while preserving environmental qualities (including agriculture) rather than on future levels of economic activity and population growth projected for the Bay Area. This means that if future conditions indicate a potential for greater population growth than that proposed in Part III, such growth should be accommodated outside of the planning area.
3. The preservation of the unique agricultural and foothill open-space which constitutes Suisun and Green Valleys should be made the subject of broad public concern. Approaches should be explored which seek to assist growers to retain the economic viability of continued operation, including crop conversion, the pooling of capital and operations, attracting corporate investors, and the designation of the Suisun Valley as a regional or state agricultural preserve.
4. The County should encourage the consolidation of the fragmented pattern of agricultural preserves established under the Land Conservation Act, particularly in areas adjacent to the primary pattern of urbanization described in Part III of this report. Exclusive agricultural zoning should be applied to areas shown on the General Plan for agriculture.
5. Policies of the City of Fairfield should support agricultural land preservation by extending sewer and water systems only to those areas which are to be encouraged for urbanization by the General Plan; in this regard, agricultural lands between Cordelia and Fairfield should be preserved as open-space essential to the quality of the urban environment.

Environmental Quality and Natural Resources

The environmental quality of the planning area is due to a diversity of natural and man-made conditions which combine to create a unique setting for urbanization, provided that these conditions are not abused.

Natural characteristics of the environment of significance are the Suisun Marsh, foothill and valley soils, slopes, vegetation, water courses, the groundwater table, fish and wildlife habitat, rock out croppings, watershed lands and geologic hazards. These characteristics were taken into account in identifying the primary area of urbanization described in Part III. They combine to indicate both fragile and unique areas which should not under any circumstances be encouraged for urbanization as well as to indicate areas where urbanization is feasible in balance with appropriate consideration of environmental qualities within the planning area.

The Suisun Marsh:

The unique qualities of the Suisun Marsh were analyzed extensively by the San Francisco Bay Conservation and Development Commission. Little else can be said about the critical need for preserving the Marsh than hasn't already been covered by studies of BCDC, the Suisun Soil Conservation District and resource management agencies of the State and Federal Government. Unfortunately, operational policies of local government do not now give appropriate support to preservation of the marsh environment even though preservation of the Marsh as a natural area for recreation and associated uses is a goal of the existing General Plan.

Present agricultural zoning does specifically protect the natural marsh. If the entire area were in fact farmed, most of the natural features of value would be obliterated by plowing, drainage and other land modifications. Since both agricultural and urban uses require the destruction of natural vegetation and extensive alterations of soil and water channels, it is easier to rationalize the granting of permits for urban uses in an area zoned for agriculture. It is therefore proposed that:

1. It should be the policy of the General Plan to preserve the marsh through land use controls which emphasize preservation of the natural marsh rather than agricultural use. Zoning regulations should be developed which restrict land use to nature-oriented recreation, hunting, fishing, wildlife habitat and only those specific types of agricultural operations which require minimal alterations of vegetation, topography and soil-water relationships.
2. The minimum site area for uses and activities which are compatible with marsh preservation should be increased from 20 to 50 acres to avoid a proliferation of private recreation developments which can combine in intensity of use to degrade the marsh environment.

An increase in acreage requirements would place compatible activities on a par with the practical limitations now imposed voluntarily by most duck clubs to provide sufficient acreage for purposes of buffering hunting activities, dispersion of blinds, water management and avoidance of over-shooting specific blind areas. Other factors such as extensive access road construction and inadequate sewage disposal are difficult to evaluate on a case-by-case basis. Yet the cumulative effect of overuse can be severe and irrevocable, and it can be avoided simply by reducing the opportunity for parcel splitting.

A final consideration affecting the marsh directly is the prospect of demands for water access to permit construction rubble dumping, sanitary landfills and fills for water-oriented industries. These types of operations should be strictly prohibited within the marsh, and water-oriented industries should be allowed only in accordance with plans and policies established by the Bay Conservation and Development Commission.

Water Table, Water Courses and Drainage:

The groundwater table, natural water courses and surface water drainage patterns are factors which limit the location of urban development. The low elevation of land in relation to the water table, particularly in the areas east of State Freeway 21 and south of the Southern Pacific railroad which serve as approaches to the Suisun Marsh insist that this area be kept free from urban encroachment.

Other areas within lower Green Valley and Suisun Valley also have high water tables which point to the need for careful review of building designs and site plans to assure appropriate structural foundations and adequate surface water drainage. Creeks and other natural water courses must be preserved both for the disposal of surface drainage and as open-space within the urbanizing area. Special attention must be given to assuring that natural drainage courses will not be overloaded because of higher levels of run-off associated with urbanization. The conversion of natural water courses to concrete-lined drainage channels will only destroy the natural capacities and environmental qualities of the water-courses and will introduce excessive quantities of run-off into the Suisun Marsh. Natural in-flows to the Marsh should not be impeded. However, in-flows from constructed drainage channels and pipe should be dispersed so as to avoid excessive concentration of run-off and erosion at the land edge of the Marsh.

Urban development at higher elevations within the planning area also poses special problems for protecting natural water courses, avoidance of soil erosion and excessive run-off which could flood downstream lands. Lands within Green Valley are particularly susceptible because of the narrow confines of the Green Valley Creek watershed.

The following policies are proposed for consideration:

3. Natural watercourses should be protected and preserved in their natural state, with run-off from urban development handled by man-made channels and reservoirs designed to control the rate and dispersal of runoff into the Suisun Marsh.
4. Natural watercourses should be maintained as open-space components within areas intended for urbanization. Water-courses should be enhanced by the development of pedestrian and riding trails along their alignment and with public access provided at frequent intervals.
5. Areas subject to natural flooding should be preserved as flood plain areas; permanent structures for habitation and commerce should be prohibited within flood plains in conformance with criteria established under the Flood Plain Management Act of 1965.

6. The authority of the Solano Flood Control and Water Conservation District should be extended to embrace areas intended for urbanization. The District should adopt criteria and regulations as necessary to carry out the intent of the recommendations provided herein, and should assess the costs of urban drainage facilities upon lands which are benefitted.
7. Natural watercourses should be preserved through requirements of land dedication and open-space improvement imposed during the process of reviewing development proposals.
8. Special attention should be given to the preservation of fish and wildlife habitat along natural watercourses by integrating regulating ponds with watercourses and requiring the preservation of natural vegetation.
9. Intensive urbanization of lands in middle and upper reaches of Green Valley should be avoided. A definite agricultural belt should be preserved between the Cordelia area and Upper Green Valley development, similar to that proposed between Cordelia and Fairfield.

Slope, Soil Erosion, Vegetation and Geologic Hazards:

Several of the policies proposed above are also applicable to conditions of slope, soil types and vegetation within higher elevations of the planning area. Additional policies proposed for consideration are:

10. That all slopes greater than 20% be considered inappropriate for urban development.
11. That developments on slopes greater than 10% be conditioned carefully with respect to avoiding soil erosion, scarring of the natural landscape, loss of natural vegetation, road design, grading, structural foundations, surface water drainage, sub-soil drainage, excavation, earthfills and other conditions which would alter natural conditions.
12. A land grading and leveling statute should be adopted to guarantee the comprehensive guidance of all grading, leveling and excavation.

The author, in the first part of the book, discusses the importance of the study of the history of the United States. He points out that the study of history is not only a means of understanding the past, but also a means of understanding the present and the future. He argues that the study of history is essential for the development of a nation and for the progress of the world.

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13. Areas of significant natural vegetation should be preserved as wildlife habitat and be included as part of the open-space component of the urban pattern.
14. Urban development should be prohibited on expansive soils which are subject to slides; developments proposed on lands below expansive soils in hilly terrain should be conditioned to avoid damage from mudslides occurring on undeveloped lands above the proposed development.
15. Lands over and adjacent to the Green Valley fault zone should be preserved as an open-space component of the urban pattern. Sections of roads and utilities crossing the fault zone should be designed to withstand a reasonable amount of displacement which may occur from earth movement, including shut-off valves removed from the fault zone on the supply-side of underground utilities in the event of line ruptures.

Open-Space Recreation and Wildlife Habitat:

The extensive acreage of watershed lands within the planning area provide considerable opportunity for meeting recreation and open-space needs of Central Solano County and of the larger San Francisco Bay region. Extensive acreage in undevelopable hilly terrain which forms much of the boundary of the primary planning area and which separates Green Valley, Suisun Valley and Lagoon Valley provides a backdrop for the Cordelia-Fairfield area which rivals any other natural settings within the larger Bay Area.

These watershed lands can and should be preserved, not only for their outstanding scenic and natural qualities, but also because they offer opportunity for privately as well as publicly-sponsored recreation. Considerable acreage already is in public ownership, notably the watershed lands of the City of Vallejo and the proposed Fairfield community park north of Cordelia. Public outdoor recreation needs of the metropolitan area would be served well by the inclusion of Vallejo's watershed lands within a larger state park. This proposition should be explored in light of recent policy changes by the State to develop park and recreation areas close to and within metropolitan areas where significant opportunities exist.

The unique quality of watershed lands suggests the following policies for guidance in developing the General Plan design:

1. Preservation of watershed lands through development policies which foster and encourage both public and private outdoor recreation use.
2. A system of publicly owned lands should be developed by involving large reservations linked by corridors to provide a continuous regional outdoor recreation system. This system should in turn be linked and integrated with open-space provided directly as part of the urban pattern.
3. Open-space linkages should be established within the urban pattern, utilizing utility rights-of-way, natural watercourses, agricultural lands, parks, parkways, water reservoirs, irrigation canals and other land areas as shown in the open space classification in Appendix B. of this report.
4. Preservation of watershed lands as a means of controlling run-off, retaining scenic quality, retaining wildlife habitat and natural vegetation, and as a continuing source of water.
5. Recognition and application of existing recreation policies listed in Part II of this report.
6. The scenic quality of the planning area should be enhanced through the conversion of existing overhead telephone and electric distribution lines to underground placement, the underground placement of distribution lines required to serve new development, and the application of strict limitations of the design and placement of signs. Outdoor advertising structures should be prohibited entirely within the planning area.

POLICIES CONCERNING COST-BENEFIT ASPECTS OF URBANIZATION

Because almost any level of urbanization within the planning area will involve social and economic costs reflected in the local and tax structure, specific attention has been given to this subject throughout the report. At this point, general policies are recommended (repeating in some instances those provided elsewhere in the report) to focus additional attention on this important subject.

Economic and social costs resulting from urbanization involve direct costs (e.g., land acquisition, improvements and long-term maintenance) and indirect costs resulting from: a) the omission or postponement of needed improvements and services; b) a community environment which is inherently inconvenient to live in and difficult to manage; and c) the disproportionate burdening of existing residents with responsibility to meet the needs of new residents.

A fundamental principle underlying the proposals for urbanization described in Part III is that what is urban should be municipal. Stated another way, only municipal government possesses the range of authority and capability necessary to accommodate large-scale urbanization at costs which are reasonable in relationship to the total range of benefits received. This principle is great in the abstract, but is elusive to achieve in reality. Only in areas where essentially new community development is involved, with its own economic base, is it possible to adhere closely to this principle.

Since urbanization of the Cordelia area essentially involves the creation of a new urban community, it is possible to avoid public costs which will not be a liability against the taxpayers of the parent municipality. The following policies are therefore recommended to assure adherence to the principle that the costs of governmental services will not exceed the benefits derived and will bear reasonable relationship to benefits received.

1. Initial stages of urbanization should concentrate on the creation of industrial and commercial developments which will enhance the tax base and provide revenues sufficient to meet the costs of improvements and services which are beyond the ability and responsibility of developers to provide.
2. Land developers should bear the costs of capital improvements and land (sewers, water lines, streets, schools, fire stations, recreation areas, open-space, etc.) needed to serve their developments in relation to the level of benefits received.
3. Costs of operating public facilities and maintaining public services after development should be assessed to residents and

landowners of newly developed areas in relation to the level of benefits received.

4. Development proposals should be conditioned to assure the reservation of land at appropriate locations to meet the needs of the larger community of which the proposed development is a part, including arterial streets, regional recreation areas, and lands required for civic, public safety, health care, cultural and other institutional needs.
5. The pace and character of housing development should bear a demonstrated relationship to the short-term requirements of the housing market; speculation in the housing market which may result in unreasonably high vacancy ratios in relation to rates of occupancy should be discouraged.
6. The construction of public works and facilities needed to serve properties being developed separately should be coordinated and timed to effect economies in construction cost and to minimize inconvenience to the general public.

In recognition of the fact that large-scale development occurs in stages and that both the character and level of certain services may change in direct relation to the timing and phasing of the private development process, it is proposed that annexation and development agreements with local governments be sensitive to the levels of private capital investment involved while assuring that such investments will be made when needed.

PART V

CRITERIA FOR THE EVALUATION OF PRIVATE DEVELOPMENT PROPOSALS

Evaluation criteria are presented in two parts: 1) those relating to "new town" or related large-scale development; and 2) those required for the evaluation of medium and small-scale proposals. The criteria were developed partly as a reflection of national experience with large-scale developments; they relate to the policies recommended in previous sections of this report; they reflect the consultant's general experience gained through studies conducted for State government; and they reflect the consultant's understanding of developments which still are in the preliminary proposal stage for lands in the planning area.

National and California experience with "new town" developments has been documented extensively, particularly with respect to the problems faced by the developer. These problems range from high front-end costs necessary to reach the initial stage of construction, to the difficult problems created when local government attempts to process proposals through application of the conventional zoning and subdivision process. A comparable level of documentation unfortunately is not yet available with respect to problems faced by local government. Such problems range from an inadequate grasp of the governmental costs involved, to drawn-out public debate of fictitious issues. To some extent then, this section of the report explores some new ground concerning the evaluation process to be followed by local government.

CRITERIA FOR LARGE-SCALE DEVELOPMENT

Prior to dealing with any specific land development proposal, it is essential that city and county decision-makers become well grounded in the opportunities posed by developments which might be sponsored under federal legislation which encourage new communities. The New Communities Act of 1968 and the Urban Growth and New Communities Development Act of 1970 provide financial and other incentives to large-scale developments. While it is not the purpose of this report to provide the necessary background information required, it will suffice to point out that the opportunities for both local government and "qualified" developers are indeed significant. The two main features of the federal program are

THE EFFECTS OF THE 1970-71 WINTER ON THE ECONOMY

The winter of 1970-71 was a particularly severe one for the United Kingdom. It was characterized by a combination of factors which led to a significant increase in unemployment and a decline in output. The weather was particularly harsh, with heavy snow and ice covering much of the country. This led to a disruption of transport and a closure of many businesses. In addition, there was a general strike by public sector employees, which further exacerbated the situation. The government's response was to implement a series of measures to support the economy, including a reduction in interest rates and a relaxation of credit controls. However, these measures were not sufficient to prevent a recession from developing. The winter of 1970-71 was a turning point in the history of the United Kingdom, marking the beginning of a period of economic decline and social unrest.

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bond guarantees and grants. Bond guarantees facilitate long-term land acquisition and improvements, removing most of the cash-flow problems faced by the developer under conventional development procedures. In turn, these guarantees relieve local government from concern for the ability of the developer to perform. Federal legislation also provides supplemental grants to increase the amount received from existing federal grant programs, especially for mass transit, hospital and medical facilities, and sewers. HUD may add up to 20% of project costs to an original grant under this feature. An important feature of the 1970 Act offers funds to public as well as private developers, thus enlarging opportunities for participation in new community development.

Federally-sponsored new community development programs offer considerable potential for direct application within the planning area, but even if a direct program is not initiated an understanding of federal requirements for participation can provide an important perspective to local government of the evaluation procedure to be followed locally.

In order to facilitate the evaluation process, a series of steps are proposed which are designed to minimize the risks involved both by the developer and local government throughout the development process.

The Pre-Planning Conference

The first step involves one or more pre-planning conferences between both parties to explore development concepts, to determine respective capacities for assuring a successful project, and to provide to the developer a clear understanding of governmental policies and regulations which will condition the approach, responsibilities and commitments which he will be expected to assume.

1. The developer should describe the general magnitude and extent of the proposed project, the development concepts to be employed, the probable timing of the development, and his financial and managerial capacity to carry out the project.
2. Local government should interpret clearly all development policies and regulations which may apply. Other agencies (local, state, etc.) should be involved. Any major deviation from established policy should be scrutinized carefully; however, it

should be recognized that deviations may be in the long-term public interest if the proposed project is likely to achieve a better living environment than otherwise might result from strict adherence to adopted policy.

3. Changes in General Plan development policy which might be agreed to in pre-planning conferences should first be processed formally before proceeding to the next planning stage. This will avoid pressures to change policy at a later date because of the extent of private investment already committed to a project. The primary criteria for change should be the logic of the proposal in relation to sound and carefully conceived planning policy -- not economic pressure.
4. Local government should provide the prospective developer with essential information on its capacities to provide sewage treatment, water supply and other important services. General agreement should be reached as to the timing of availability. Failure to reach understanding in this regard can result in public liabilities which cannot be met, non-performance, and project failure.

The Schematic Development Plan

The second step involves the submission of a Schematic Development Plan as a means of reaching more specific understanding and agreement on the acceptability of the development concept in relation to General Plan policy and local development regulations. This step will avoid unnecessary or exorbitant commitments of financial resources by the developer and of administrative and technical resources of governmental agencies. Sufficient preliminary planning and engineering would be provided at this stage to test the validity of various concepts and components of the proposed development.

The developer would expect to achieve preliminary zoning and subdivision approvals at this stage, conditioned by the requirements that a Final Development Plan would be submitted for review and approval prior to official authorization to proceed with final engineering plans, financial and service agreements, final subdivision map recording and actual development.

The Schematic Development Plan would involve the following submissions and criteria for evaluation:

1. A statement of goals and objectives must demonstrate concern for economic stability; cultural self-sufficiency; safety between pedestrian and vehicular traffic; consideration of human values relating to housing quality, social and economic characteristics of the population, job opportunity and neighborhood design; environmental factors including soils, slope, views, scenic quality, vegetation, watershed protection, fish and wildlife habitat, recreation, geologic hazards, and the integration of open space as a component of urban design; and finally, the encouragement of civic responsibility which will assist residents in developing a sense of personal identity and relationship with the community.
2. A statement regarding the ultimate geographic size and population holding capacity must indicate a site containing a minimum of 1,000 contiguous acres and an ultimate population of at least 8,000 inhabitants. Sites which are divided by rights-of-way for streets, highways, transmission lines, aqueducts, canals or pipes owned by third parties shall be deemed to be contiguous.
3. An economic base study and housing market analysis must show justification for and support of the stated ultimate population holding capacity, mix of housing types, commercial and industrial proposals and the proposed timing and phasing of development.
4. A policy statement shall describe the extent to which the proposal conflicts with or compliments adopted policies of the County General Plan and of the general plans of cities located within three miles distance of the proposal and must include clear justification for any change in adopted policy.
5. Proposals shall be considered only upon land the beneficial title to which is held by the person, firm or corporation submitting the proposal. A lessee holding a lease having a term of not less than 50 years shall be deemed to be the holder of the beneficial title. Where a title transaction is involved, the owner and developer shall both be parties to the application.

6. A narrative describing the design concepts for the "new town" and the relationships among the major categories of living, working, recreation and shopping areas, shall show how the phased development will accomplish an orderly process of urban expansion. In the case of the larger new town proposals where there is longer range phasing, possible options which the developer wishes to leave open, should be described.
7. A planned unit development (PUD) approach shall be clearly evident in the proposed plans for new towns and large scale urban development. As an incentive for the imaginative application of this approach in creating a preferred living environment, the applicant may be permitted to have a greater mixture of uses and a higher intensity of development, than would otherwise be allowed given conventional design and zoning.
8. An environmental impact statement shall describe in detail the impact the proposed urbanization will have on natural resources within the immediate area and shall include description of such factors as general site conditions, slope analysis, summary of buildable land including constraints, geology of soils, fault zones, vegetative cover, natural drainage courses, wildlife habitat and climate.
9. A land use summary shall be provided showing the proportions of the total site proposed for each of the major categories of use including open space, residential (by density categories), commercial, industrial, public, semi-public and vehicular and pedestrian rights-of-way.
10. A traffic analysis shall show a comparison between the existing average daily traffic (ADT) on existing major highways and freeways and the projection of ADT as a result of full development. Such analysis shall also show and explain the anticipated desire lines of travel within a 25 mile radius of the development -- i.e., the impact of traffic generated by the development in the surrounding area.
11. A statement regarding utilities shall describe the source of water supply, means of liquid and solid waste disposal and

1. The first step in the design process for the new design is to determine the requirements for the design. This is done by identifying the user requirements and the system requirements. The user requirements are the needs and wants of the users, while the system requirements are the technical specifications that the system must meet.
2. The second step is to create a conceptual design. This involves creating a high-level overview of the system and its components. This is done by creating a block diagram or a flowchart that shows the major components of the system and how they are connected.
3. The third step is to create a detailed design. This involves creating a more detailed view of the system and its components. This is done by creating a more detailed block diagram or a flowchart that shows the internal structure of the system and the data flow between its components.
4. The fourth step is to implement the design. This involves creating the actual system and testing it to ensure that it meets the requirements. This is done by writing the code for the system and running it on a computer.
5. The fifth step is to maintain the system. This involves keeping the system up-to-date and fixing any problems that arise. This is done by regularly updating the system and monitoring its performance.

extent of underground utility placement proposed and shall indicate full compliance with regional and state water quality control requirements. The stated availability of gas, electrical power and communications shall include confirmation from the various sources as to their willingness to supply such services.

12. A statement regarding land and improvement dedications, financial contributions and/or construction proposed to provide civic, cultural, educational, health and other institutional facilities required to serve the community.
13. A governmental management statement shall indicate the desired governmental structure having management responsibilities over the development during initial stages of development and after completion of development. If separate municipal incorporation or annexation to an existing city is proposed, general feasibility and plans to accomplish such proposals shall be included.
14. A tax revenue analysis shall be provided which sets forth the amount of tax revenues to be generated by each phase of development and for each governmental entity having service responsibilities to the new development. The analysis shall also show the relationship of anticipated revenues to capital and operating costs of public facilities to be provided within the community.

The Final Development Plan

The Final Development Plan would involve the following submissions and criteria for evaluation:

1. The Final Development Plan shall encompass the area or areas proposed for development in the first two stages. The scale, level of detail and features to be shown shall be in conformance with the requirements for the application and processing of a permit for a planned unit development (PUD) as provided in the City or County zoning ordinance.

It should be noted that changes required in the County zoning ordinance were proposed by the consultant in April, 1971. Changes may also be required in the Fairfield zoning ordinance to assure effective control over the quality of development proposed.

extent of underground utility placement proposed and shall include the location of all underground utilities and water quality monitoring equipment. The stated availability of gas, electrical, and other utilities shall include confirmation from the utility provider as to their willingness to supply such services.

2. A statement regarding land use and development restrictions, including any zoning, subdivision, and other restrictions, shall be included in the project description.

3. A statement regarding any other restrictions, including any zoning, subdivision, and other restrictions, shall be included in the project description. The statement shall also include any other restrictions, including any zoning, subdivision, and other restrictions, that may apply to the project.

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5. Final Report

The final report shall include the following information:

1. A statement regarding the status of the project, including any changes to the project description, and any other information that may be relevant to the project.

2. A statement regarding the status of the project, including any changes to the project description, and any other information that may be relevant to the project.

2. The average number of dwelling units per acre for the entire development shall not exceed 2.5, which shall be calculated by dividing the total number of acres, including all use areas, by the total number of dwelling units.
3. In the areas designated for low-density, the maximum number of dwelling units permitted shall relate to the overall total number of dwellings in all areas so designated and shall be calculated by multiplying the number of acres within all areas so designated by two.
4. In areas designated as medium-density, the overall total number of dwellings in all areas so designated shall be calculated by multiplying the number of acres within all areas so designated by four.
5. In areas designated as high-density, the maximum number of dwellings permitted shall relate to the overall total number of units in all areas so designated and shall be calculated by multiplying the number of acres within all areas so designated by 15.

CRITERIA FOR MEDIUM-SCALE AND SMALL-SCALE DEVELOPMENT

Special problems are posed in the evaluation of medium and small-scale development proposals, particularly those ranging from a few acres to 200 acres. The principal problem is that the scale of development does not encompass sufficient land to assure integration of a proposal with development which eventually will take place on surrounding acreage and to assure that smaller acreage will be developed to carry out the general design shown for the area by the General Plan.

While the burden of responsibility for achieving such integration rests with the landowner, a complementary responsibility rests with local government to provide the overall design and direction to be followed by the developer. The State statutes referred to in Part II concerning the procedure for the adoption and implementation of a "specific plan" should be implemented by local government in areas where many small and medium-sized parcels exist.

The various factors of the following table are given in the order of importance, and are numbered 1 to 10, giving weight to the factors in the following order of importance, including all the factors.

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TABLE OF FACTORS OF THE FOLLOWING TABLE

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Recommendations as to the manner in which a specific plan should be prepared by local government, in cooperation with landowners and developers, will be provided in Phase 3 of the current planning program. It will suffice at this point to emphasize that the approach used in developing the "Coleman Plan" was insufficient to achieve integration among adjacent parcels although the plan does provide a unified design for the property included in the plan.

Since several landowners in the Cordelia area intend to proceed with the preparation of development plans at an early date, it is urged that pre-planning conferences involve participation of owners and developers of adjacent parcels. A cooperative approach should be a requirement to achieve as many of the advantages of preliminary design and timing of development as is possible with large-scale developments.

Depending on the size and complexity of the proposed development, and the land use proposals to be carried out, the applicant should have the option of filing a Schematic Development Plan as outlined previously. In any event, the pre-planning conference stage is essential. In the event that there are a few questions to be answered concerning compatibility of a proposed development with General Plan policies and local development regulations, the applicant should have the option of proceeding to the Final Development Plan stage after the pre-planning conference.

The planned unit development approach should be required on projects involving 20 or more acres and should be encouraged for smaller parcels where applicable.

In addition to the recommendations above, all of the criteria recommended for the evaluation of large-scale developments should also be applied to smaller-scale projects, with the understanding that the level of detail and effort required of the developer must necessarily be scaled down to the size of project involved. Guidance in this regard is provided by the following criteria:

1. Site plan drawing: the applicant shall submit three (3) prints of the site plan. The plan shall be drawn to a scale sufficient to show all information and data as required in making application for a use permit, site plan or PUD under the zoning ordinance.

2. A land-use summary shall be provided showing the proportions of the total site proposed for each of the major categories of use including open space, residential by density categories, commercial, industrial, public, semi-public and vehicular and pedestrian rights-of-way.
3. A statement and plans regarding utilities shall describe and show the source of water supply, means of liquid and solid waste disposal and shall indicate full compliance with regional and state water quality control requirements, if applicable. The stated availability of gas, electrical power and communications shall include confirmation from the various sources as to the willingness to supply such services.
4. The proposed development must be designed to produce an environment of stable and desirable character and must provide overall standards of population density, open space, circulation and off-street parking in conformance with the General Plan.
5. On a site less than 40 acres the average population density may not exceed the maximum population density prescribed by the General Plan or by the site area regulations for the district or local zoning ordinance for which a proposed planned unit development is located.
6. On a site greater than 40 acres, the average population density may exceed the maximum population density prescribed by the General Plan or by the local zoning district regulations to the extent of 115% of the maximum density prescribed, if the applicant can demonstrate by his designed proposal and such additional evidence as may be submitted that the purpose of the district regulation will be achieved.
7. On a site greater than 400 acres, the average population density may exceed the maximum population density prescribed by the general plan or by the local zoning district regulations to the extent of 125% of the maximum density prescribed, if the applicant can demonstrate by his design proposal and additional evidence as may be submitted that the proposed planned unit development will achieve the purposes of the applicable zoning district regulations.

8. The standards of building site area, building height, yard spaces, building coverages, distance between structures, off-street parking and on-street and building areas and landscaped areas may vary from those standards prescribed for the district in which a planned unit development is proposed if the applicant can demonstrate by his design proposal and such additional evidence as may be submitted that the objectives of the General Plan and the zoning district will be achieved.
9. A planned unit development on a site of four acres or more involving residential development shall provide common open space and landscaped areas for the benefit of residents of the development, and the applicant shall make provisions to assure that open space and landscaped areas will be improved and maintained.
10. The standards of street design and improvement and for the placement of utilities applicable to a PUD may vary from those established for other types of development if the applicant can demonstrate by his design proposal and such additional evidence that may be submitted that the objectives of the General Plan and the zoning district will be achieved.
11. The proposed population density, site area and dimensions, site coverage, yard spaces, heights of structures, distances between structures, off-street parking and off-street loading facilities and landscaped areas will produce a living environment of stable and desirable character.

A particularly important process to be required for all developments, regardless of scale, is the special zoning exception and architectural review and site plan process described in the report on county zoning regulations submitted by the consultant in April, 1971. The special zoning exception process is absolutely essential to encourage qualified developers and to discourage and prevent land speculation intended only to achieve raw land property sales at prices which often bear little relationship to the land market.

2. The design of building site area, building height, yard, street, building coverage, distance between buildings, etc. must comply with the relevant and building area and landscape design standards prescribed for the district in which a planned site development is proposed in the application. The applicant must also design proposed and existing buildings as may be submitted and the effect of the design on the existing district will be reviewed.

3. Planned site development on a site of less than one acre must comply with the following standards: (a) provide access to the street and building area for the benefit of residents of the neighborhood, and the applicant shall make provision to ensure that such access and building area will be improved and maintained.

4. The design of street design and improvement and for the placement of utilities shall be in a way that does not constitute for any other use of the applicant's property by the design process and the applicant shall ensure that the submitted design and the effect of the design on the existing district will be reviewed.

5. The proposed building height, site area and dimensions, etc. must comply with the relevant and building area and landscape design standards prescribed for the district in which a planned site development is proposed in the application. The applicant must also design proposed and existing buildings as may be submitted and the effect of the design on the existing district will be reviewed.

6. The proposed building height, site area and dimensions, etc. must comply with the relevant and building area and landscape design standards prescribed for the district in which a planned site development is proposed in the application. The applicant must also design proposed and existing buildings as may be submitted and the effect of the design on the existing district will be reviewed.

APPENDIX "A"

A PARTIAL LIST OF AGENCIES WHICH SHOULD BE REQUESTED TO REVIEW THE REPORT

Agencies of Local Government

1. All departments of County government
2. City of Fairfield
3. City of Vallejo
4. Solano Junior College District
5. Solano Irrigation District
6. Suisun Soil Conservation District
7. Solano County Flood Control and Water Conservation District
8. The Bay Area Rapid Transit District

Regional and State Agencies

1. The San Francisco Bay Conservation & Development Commission
2. The Regional Water Quality Control Board
3. The Association of Bay Area Governments
4. The Regional Air Pollution Control District
5. The California Resources Agency (including each of its principle departments and units)
6. The Department of Public Works
7. The Department of Housing and Community Development
8. The Department of Agriculture
9. The Office of Planning and Research
10. The Council on Intergovernmental Relations
11. The Agricultural Extension Service, University of California

Federal Agencies

1. Soil Conservation Service (at Dixon)
2. HUD regional and area offices (San Francisco)
3. The Corps of Engineers (regional office)
4. Farmers Home Administration, USDA (regional office)
5. The Environmental Protection Agency (Washington, D.C.)

A PARTIAL LIST OF AGENCIES WHICH SHOULD BE REQUESTED TO REVIEW THE REPORT

Agencies at Local Government

1. All departments of County Government
2. Chief of Police
3. City Engineer
4. County Health Officer
5. County Jail
6. County Board of Supervisors
7. County Board of Health
8. County Board of Education

State and Federal Agencies

1. The Department of Agriculture
2. The Department of Commerce
3. The Department of Education
4. The Department of Health
5. The Department of Labor
6. The Department of State
7. The Department of War
8. The Department of Navy
9. The Department of Justice
10. The Department of Interior
11. The Department of the Army
12. The Department of the Navy
13. The Department of the Air Force
14. The Department of the Coast Guard
15. The Department of the Marine Corps
16. The Department of the Army Reserve
17. The Department of the Navy Reserve
18. The Department of the Air Force Reserve
19. The Department of the Coast Guard Reserve
20. The Department of the Marine Corps Reserve
21. The Department of the Army Reserve
22. The Department of the Navy Reserve
23. The Department of the Air Force Reserve
24. The Department of the Coast Guard Reserve
25. The Department of the Marine Corps Reserve
26. The Department of the Army Reserve
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93. The Department of the Air Force Reserve
94. The Department of the Coast Guard Reserve
95. The Department of the Marine Corps Reserve
96. The Department of the Army Reserve
97. The Department of the Navy Reserve
98. The Department of the Air Force Reserve
99. The Department of the Coast Guard Reserve
100. The Department of the Marine Corps Reserve

Other Agencies

1. State Department
2. War Department
3. Navy Department
4. Air Force Department
5. Coast Guard Department
6. Marine Corps Department
7. Army Reserve Department
8. Navy Reserve Department
9. Air Force Reserve Department
10. Coast Guard Reserve Department
11. Marine Corps Reserve Department
12. Army Reserve Department
13. Navy Reserve Department
14. Air Force Reserve Department
15. Coast Guard Reserve Department
16. Marine Corps Reserve Department
17. Army Reserve Department
18. Navy Reserve Department
19. Air Force Reserve Department
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72. Army Reserve Department
73. Navy Reserve Department
74. Air Force Reserve Department
75. Coast Guard Reserve Department
76. Marine Corps Reserve Department
77. Army Reserve Department
78. Navy Reserve Department
79. Air Force Reserve Department
80. Coast Guard Reserve Department
81. Marine Corps Reserve Department
82. Army Reserve Department
83. Navy Reserve Department
84. Air Force Reserve Department
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94. Air Force Reserve Department
95. Coast Guard Reserve Department
96. Marine Corps Reserve Department
97. Army Reserve Department
98. Navy Reserve Department
99. Air Force Reserve Department
100. Coast Guard Reserve Department

APPENDIX "B"

AN OPEN-SPACE CLASSIFICATION FOR APPLICATION WITHIN THE PLANNING AREA

Open Space for Managed Resource Production

1. Lands for agriculture
 - a. Highly fertile lands
 - b. Land for specialty crops (nuts, grapes, citrus, deciduous fruits, etc.)
2. Lands for mineral production
 - a. Local consumption minerals (sand and gravel)
3. Lands for animal products (meat, milk, eggs, wool, hides, etc.)
4. Lands for water supply
 - a. Groundwater recharge areas
 - b. Watershed areas
 - c. Reservoir sites
 - d. Energy production

Open Space for Preservation of Natural and Human Resources

1. Water, slough, and marshland for fish and wildlife habitats
2. Woodland and brushland for wildlife habitats
3. Geologic features of note
 - a. Cliffs, promontories, and rock out-croppings
 - b. River beaches
4. Historic and cultural sites
 - a. Historic public building and town sites
 - b. Old trails and roads
 - c. Indian settlement areas

Open Space for Health, Welfare, and Well-Being

1. Land to protect the quality of groundwaters
2. Land for disposal (sewage effluent ponds, solid waste disposal sites)
3. Areas for recreation

- a. Neighborhood parks
 - b. Community parks
 - c. Regional parks and reservations
 - d. State parks and federal park and recreation areas
4. Areas for recreation travel
- a. Walks and trails for riding and hiking
 - b. Scenic roads and highways
 - c. Waterways
5. Areas to provide visual amenity
- a. Hillside, hilltops, valleys, and river-bottom lands that provide visual and physical relief and contrast with urban development
 - b. Agricultural crop and land patterns
 - c. Undeveloped open lands
6. Areas to shape and guide development
- a. Open spaces that provide neighborhood, district, and city identity (e.g., schools and college sites)
 - b. Open spaces that provide separations between conflicting land uses (landscaped buffer strips)

Open Space for Public Safety

- 1. Flood control basins and reservoirs, flood plains, drainage channels, and sloughs
- 2. Unstable soil areas
- 3. Airport flight path protection zones
- 4. Fire control zones and fire breaks

Open Space for Corridors

- 1. Power transmission rights-of-way
- 2. Water distribution canals, laterals, ditches
- 3. Transportation ways (railroad and streets and highway rights-of-way)

Open Space Held for Urban Expansion

- 1. Vacant parcels in developed or developing areas held for expansion of commerce, industry, housing, and public facilities and services

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